CITY OF MONCTON

DOWNTOWN CORE COMMUNITY IMPROVEMENT PLAN

FINAL REPORT | DECEMBER 2017

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PREFACE

REASON FOR STUDY

The City of Moncton Downtown Core Community Improvement Plan (DCIP) is a master plan-based document designed to serve as a 'go-forward' map for city-centre development over the next 20 - 30 years. The plan will support and direct staff, council, and developers relative to urban structure, land use, urban design and public realm evolution over this period through administrative and physical actions.

The need for this plan results from Moncton City Council's desire to capitalize on the urban core's under-utilized lands for economic growth and continued prosperity. These lands, primarily surface parking areas, are ideally situated between Moncton's Main Street and Riverfront Park, two of the city's strongest assets. This plan capitalizes on market potential and community desire to create a vision for this and urban core infill opportunities. The key components of this plan are:

- *A statistical review of the existing downtown and region;*
- *A comparative benchmark analysis of Moncton's downtown relative to other Atlantic Canadian cities to identify significant urban core market gaps and opportunities;*
- *An inventory of Moncton's existing urban elements including public realm and built form resources;*
- *A visionary development master plan founded in comprehensive consultations with residents, developers, staff, and politicians;*
- *An updated urban elements inventory relative to the master plan;*
- *Urban design guidelines for the master plan development zones, public realm spaces, and buildings;*

DOWNTOWN MONCTON | PHOTO BY DANIEL ST. LOUIS

- *Key policy and proposals for inclusion in Moncton's municipal planning documents; and*
- *An implementation plan that provides a roadmap for undertaking important administrative and physical projects.*

Master plan creation involved a highly interactive and comprehensive community consultation process. Residents gladly and openly contributed time and effort to create this plan, under the direction of a tireless leadership team. The City of Moncton would like to recognize the following individuals for their contributions.

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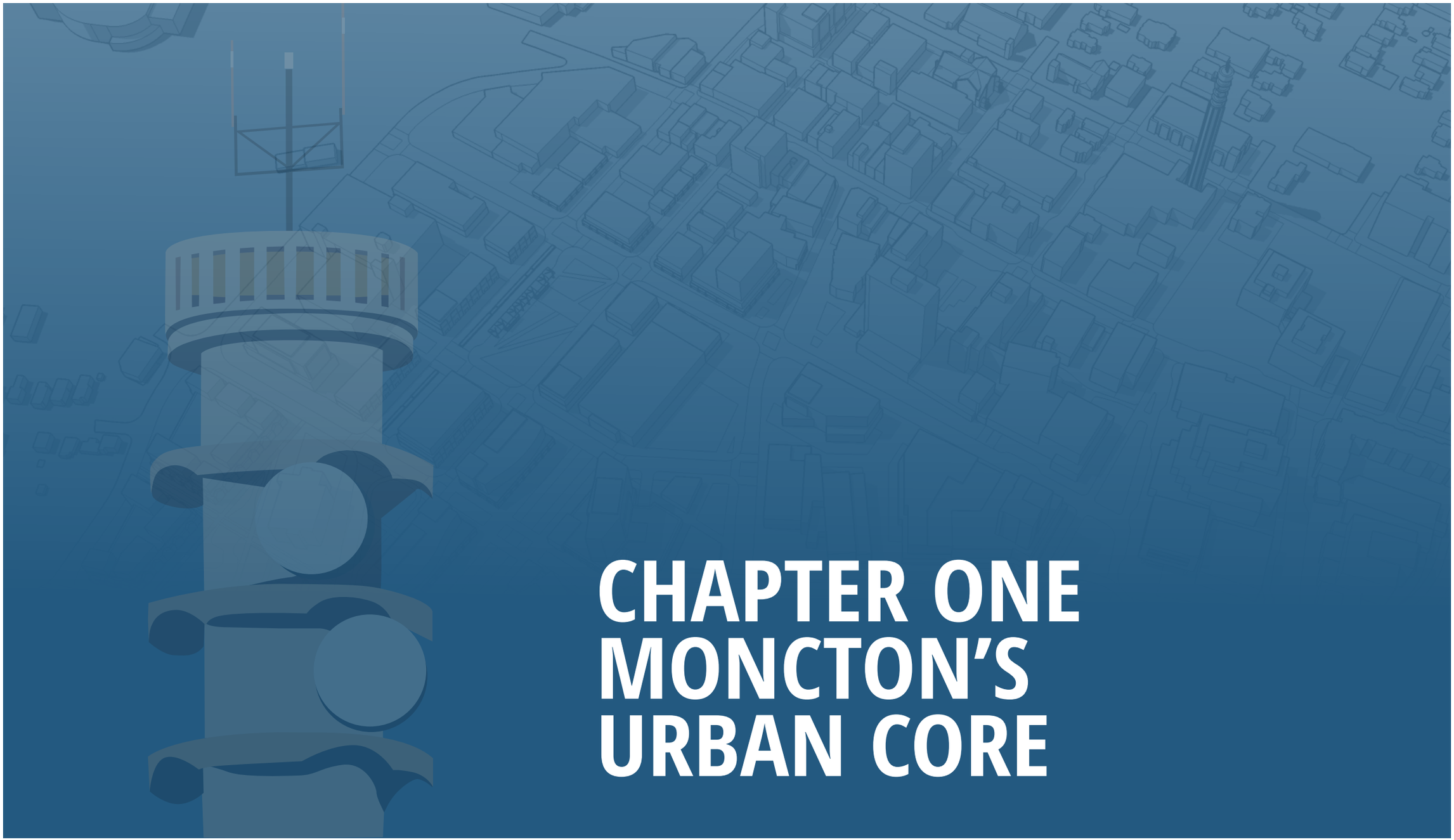
CROISSANTS AND CONVERSATION SESSION PHOTOS



CHAPTER ONE
MONCTON'S URBAN CORE

CHAPTER 1
MONCTON'S URBAN CORE

Moncton's urban core blends a tightly formed Main Street with evolving land uses to the north and under-utilized land uses to the south. Northern land uses are primarily residential; southern land uses mix large parking surfaces with residential and commercial building, and Riverfront Park space. This master plan's study area includes all urban core lands (as identified on Figure 1). Coverage includes lands between the Subway Block and RCMP Station (west to east), from Queen Street to the riverfront (north to south).

This document describes the planning and design process undertaken to create a Downtown Core Community Improvement Plan for the study area, as well as the results of this process. It is organized relative to the master plan development process: background research, vision creating consultation, master plan development, urban design toolbox formation, and an implementation plan. The components of this plan are the result of a comprehensive consultation process; therefore, this plan is a product of Moncton's residents.

In 2006, the City of Moncton and Downtown Moncton Centre-Ville (DMCI) retained the firm Office for Urbanism to create a Development Vision for Downtown Moncton (the "Vision"). Many of the goals and objectives of the Vision were integrated into the City of Moncton's Municipal Plan which guides development in the downtown. Progress was also made on a number of action items identified in the Vision's implementation strategy. However, a number of action items remain outstanding:

- Urban Design Guidelines and Precinct Plans for each precinct;
- An Open Space Master Plan;
- A Streetscape Strategy (to be implemented through a Capital Improvements Plan).

FIGURE 1 | STUDY AREA BOUNDARY

The 2006 Vision for Downtown Moncton divided the downtown area into five precincts, shown in Figure 2:

- Downtown Core
- St. George
- The East End
- Downtown West
- The Riverfront

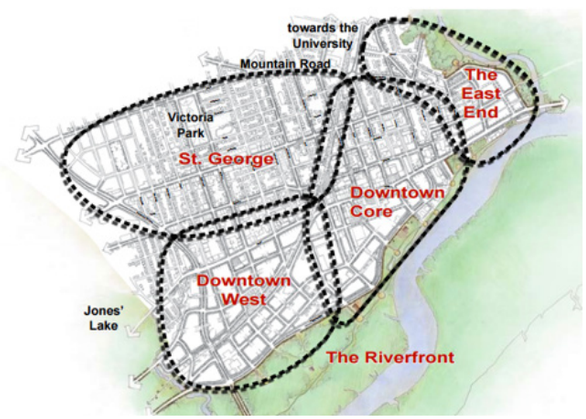
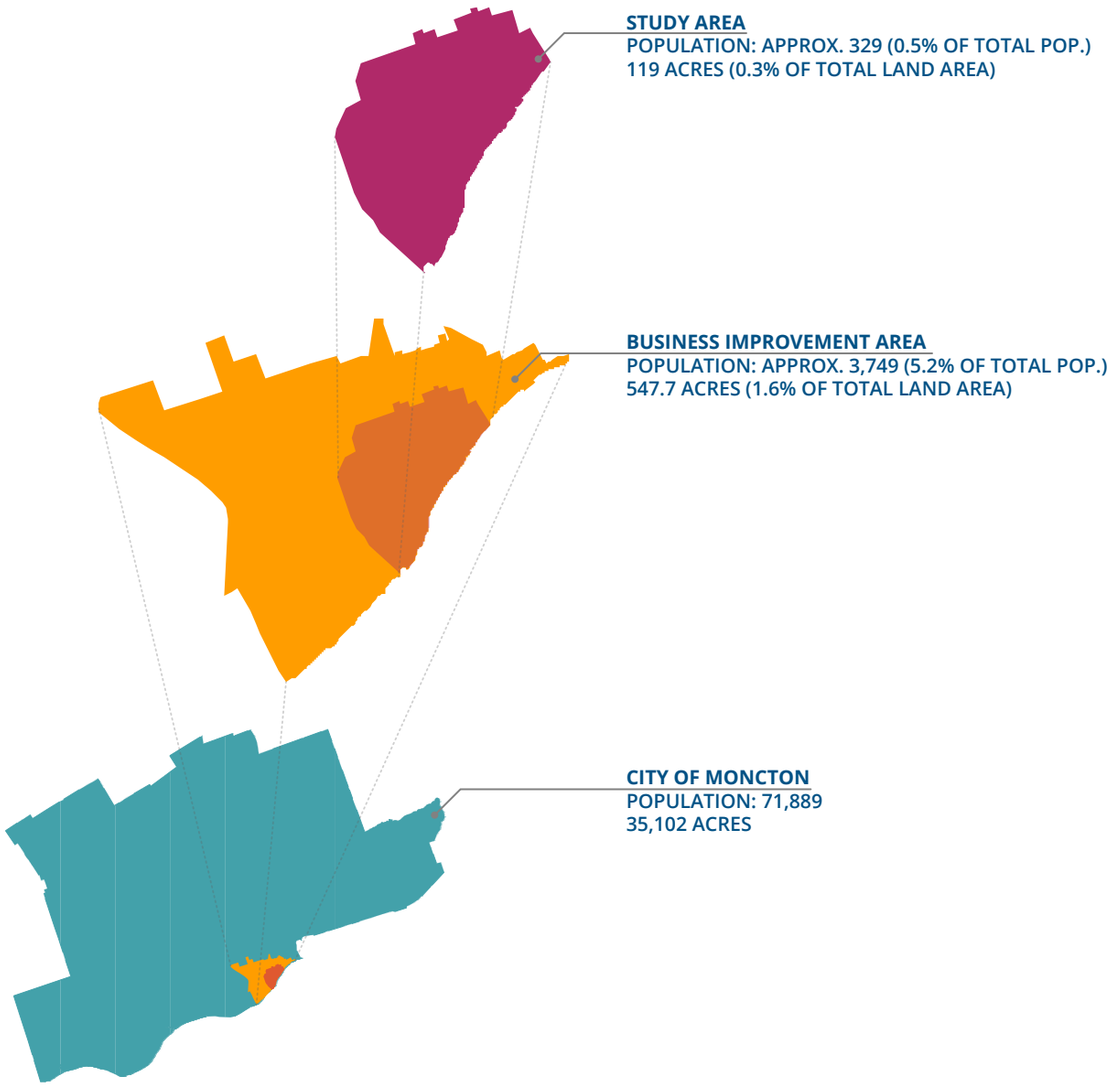


FIGURE 2 | DOWNTOWN PRECINCTS

FIGURE 3 | DOWNTOWN CORE STATISTICS



1.1 MONCTON'S EXISTING URBAN CORE

Figure 3 provides a summary of key comparative population and land area statistics. The Downtown Core Community Improvement Area is a very special and economically significant part of the City of Moncton. It covers 119 acres, representing 0.3% of the city's land area. The study area has an estimated 241 residential units and is home to a population of approximately 329 people, representing only 0.5% of the city's population. The residential density of this area is very low: 2.5 persons / acre. The low residential population in this area of the downtown is further highlighted by comparing it to the overall downtown Business Improvement Area (BIA) which has a population of approximately 3,749.

Data from the Census Tract that includes the study area and its immediate surrounding residential areas suggests that these households are smaller and older than the city average. This area's average household size is 1.5 persons, compared to the city's 2.3 persons. Twenty-nine percent of the population is made up of seniors, compared to 17% across the city. Only 6% of the population is under the age of 15, compared to 16% for the entire city. The existing demographic composition has implications for developments that require the support a diverse and vital population. Accordingly, residential infill is an important component of this master plan, bringing people back to live in the city centre.

Though the study area is sparsely populated by full-time residents, the downtown core experiences a significant influx of workers during the day. Approximately 2,500 people work in the study area, in 67% of all downtown office spaces. The office spaces within the study area experience only 5% vacancy. This area generates 6.7% of all city tax revenue, and 49% of the tax revenue within the downtown Business Improvement Area.

1.2 REGIONAL CENTRE

The study area supports an economic and cultural catchment area that extends far beyond the City of Moncton's boundary. It is the traditional business and cultural centre of the city, bringing together a diverse set of industries: financial services, professional services, software development, customer service, legal services, accommodations, retail, as well as major institutional and public sector employers. Downtown workers live outside of the city centre in other parts of Moncton, the neighbouring municipalities of Riverview and Dieppe, and still many commute a distance of 30 to 40 kms or more from other municipalities and Local Service Districts in the region.

1.3 CULTURAL DOORWAY

Furthermore, the study area is an integral part of Moncton's regionally significant cultural corridor. Key assets within the study area include the Capitol Theatre, the Moncton Gallery, the Moncton Library, Riverfront Park, and other public gathering spaces which serve as the grounds for numerous festivals and events. Within the study area there are 42 heritage properties that provide unique, albeit cohesive architectural context that connects past to present. These civic spaces and landmarks relate to a broader network of artistic, performance, heritage, and entertainment assets in other nearby precincts, which together make Moncton a Maritime cultural hub.

1.4 URBAN CORE STATISTICS AND OPPORTUNITY

Moncton's urban core blends retail, commercial, residential, institutional and recreational land uses that have evolved under the influence of history and economy. Within this project's study area, the most visually apparent land use is surface parking. Approximately 51 of the 119 acres within the study area exists as surface parking. Thus, 42 percent of the urban core is under-utilized as parking, not providing tax revenue that supports public realm investment and leads to expanded private investment. The key to the study area's economic expansion is the conversion of surface parking into private and public revenue streams.

Figure 4 illustrates study area land use by occupant designation. Figure 5 describes these uses, and illustrates that, by current designation, residential occupies 7% of building space, retail occupies 22%, office occupies 60%, health (clinics) occupies 1%, and institutional (academic) occupies 10%. Many Moncton residents believe that the study area is oversupplied with office space and under-supplied with residential space.

FIGURE 5 | STUDY AREA LAND USES

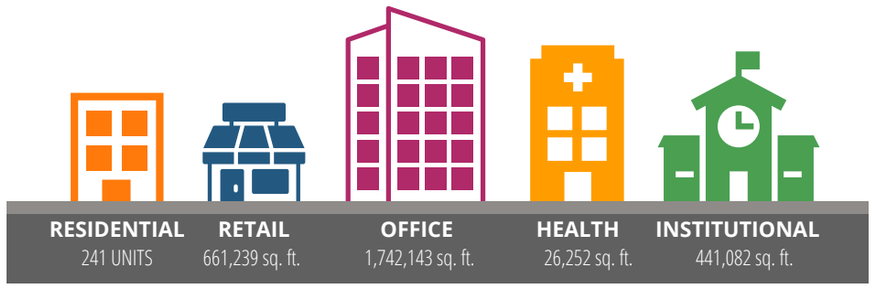
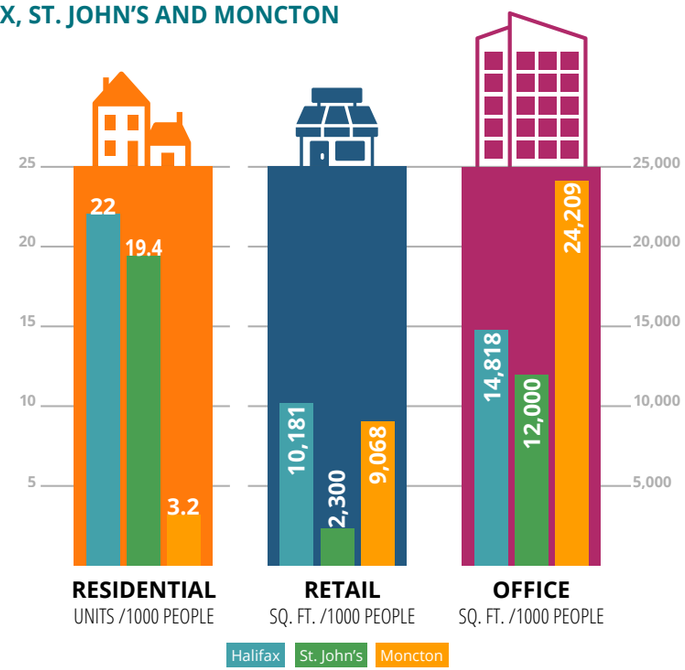
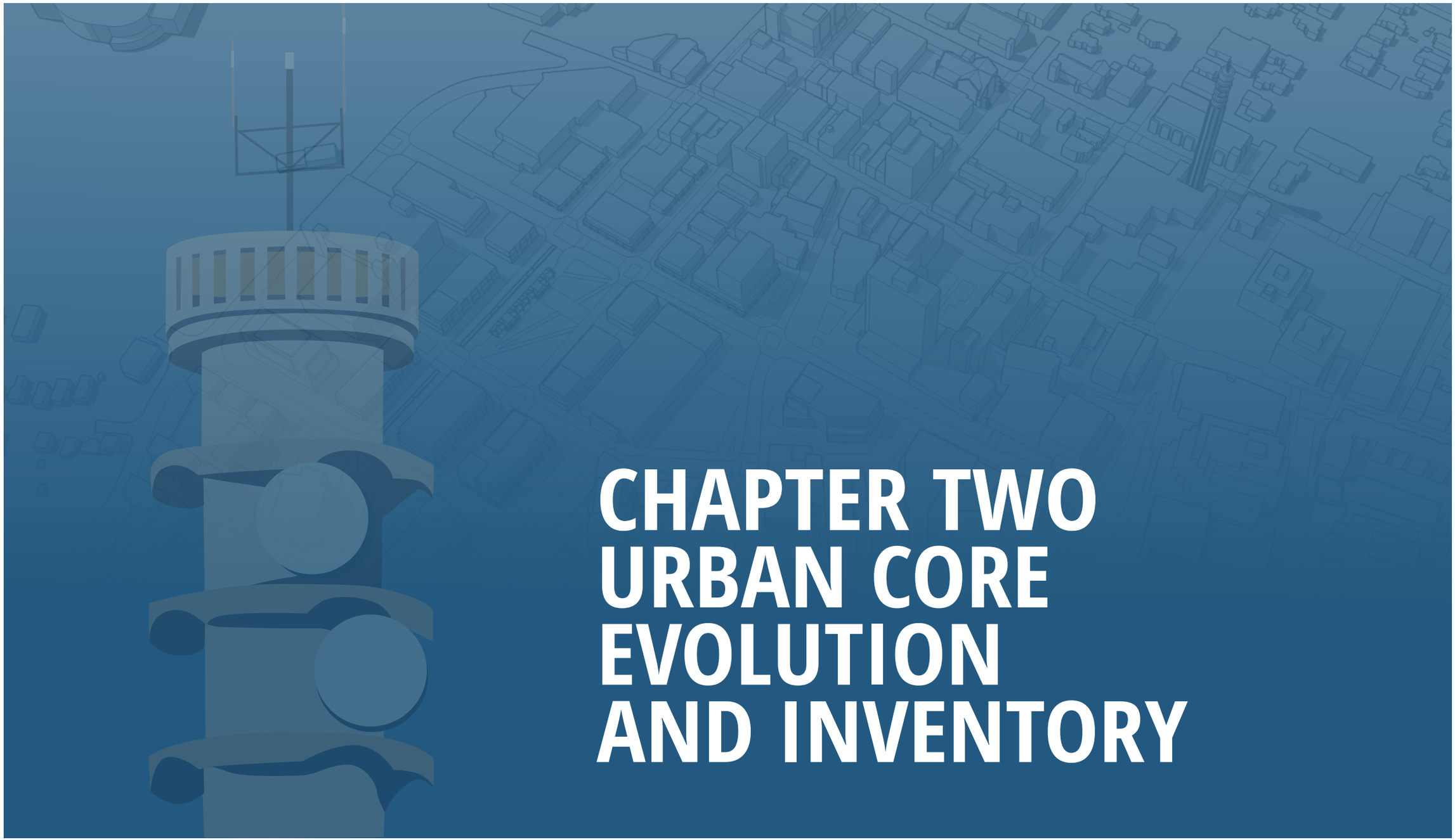


FIGURE 6 | COMPARATIVE ANALYSIS OF HALIFAX, ST. JOHN'S AND MONCTON



To test this theory, a benchmark evaluation was conducted in similar Atlantic Canadian urban centres to explore land use relative to population. St. John's, Newfoundland and Labrador, and Halifax, Nova Scotia, provide relevant precedent. Both have evolved from waterfront industry; both have benefited from the creation of a downtown events centre and both have experienced urban core growth following event centre creation.

Figure 6 illustrates the results of the comparative analysis of benchmark urban cores. Statistically, Moncton is comparable for retail space; therefore, expanded retail activity will require an expanded regional and downtown core population. Figure 6 also illustrates that Moncton provides 3.21 residential units per 1000 city residents, and provides 24,209 square feet of office space per 1000 residents. Compared to St. John's and Halifax, Moncton is delivering downtown core residential units at approximately 18% of benchmark delivery, and office space at 180%. Given this analysis, Moncton's residents are correct (at first glance). The downtown core is under-supplied with residential space and oversupplied on office space. This master plan must explore these differences as opportunities to create more residential space and convert under-utilized office space to other uses where possible.



CHAPTER TWO
URBAN CORE EVOLUTION AND INVENTORY

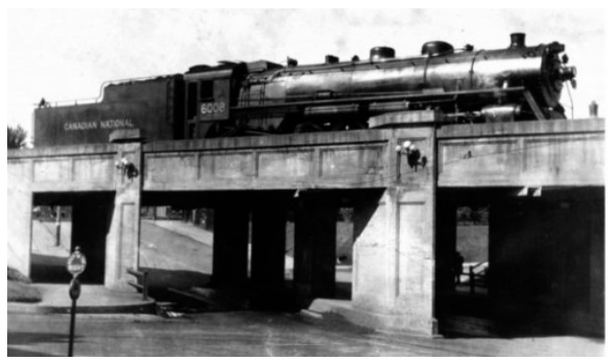
DOWNTOWN MONCTON | PHOTOS BY DANIEL ST. LOUIS

CHAPTER 2
DOWNTOWN CORE EVOLUTION

Moncton's downtown core has undergone significant change since its inception. Remnants of its original built form still exist today, but the character of this structure has evolved significantly from its early days. Section 2.1 outlines key points in Moncton's history that have contributed to its present physical expression. The study area's nascent urban form was characterized by a fine grained street network, with finely textured blocks composed of many small buildings. The transition from this urban structure to that of present day is the result of periods of rapid economic and population growth, as well as periods of significant economic transition. Section 2.2 explores the study area's urban morphology in the context of influential time periods. A new morphological pressure, climate change, is introduced in Section 2.3. It has profound implications for the future built form of the downtown core.

2.1 URBAN TIMELINE

This timeline sorts Moncton's history into the following seven sections, with special attention given to its economic, population, and civic growth: 1) early years, 2) incorporation, 3) first resurgence (following the collapse of the shipbuilding industry), 4) early urban form, 5) expansion, 6) transition (following Canadian National Railway's (CN) exit and the closing of the repair shops), and 7) second resurgence leading to present day. Figure 7, the Urban Timeline, follows across the next two pages.



PHOTOS BY PETITCODIAC RIVERKEEPER, MONCTON POSTCARD, VINTAGE MONCTON, PETITCODIAC RIVERKEEPER

FIGURE 7 | URBAN TIMELINE

IMAGE: CITY OF MONCTON

A BRIEF HISTORY OF MONCTON

...1700s

Mi'kmaq Transportation Route.

1735 - Acadians establish first permanent settlement at The Bend / Terre Rouge.

1755 - Deportation of the Acadians from Le Coude.

1766 - German settlers arrive via Pennsylvania.

1830s

1830s - Fishing and shipping trades found Moncton's working waterfront.

1840s

1841 - First wharf built.

1849 - Joseph Salter establishes his shipyards.

1850s

1850 - Moncton becomes a port of entry.

1855 - First bank opens: Westmorland Bank.

1855 - Moncton incorporates and Joseph Salter serves as the town's first Mayor.

1860s

1862 - Moncton gives up its town status upon the collapse of the shipbuilding industry.

1862 - Westmorland Bank closes.

1865 - Population = 1,000 people.

1867 - Intercolonial Railway's Nova Scotia-Lévis line is inaugurated.

1870s

1871 - Intercolonial Railway establishes its headquarters and repair centre.

1875 - Moncton re-incorporates.

IMAGE: PROVINCIAL ARCHIVES OF NEW BRUNSWICK

IMAGE: PROVINCIAL ARCHIVES OF NEW BRUNSWICK

1880s

1880 - Population = 5,000 people.

1880s - Reed Wharf built on Mechanic Street.

1890s

1890 - Population = 10,000 people.

1890 - Moncton becomes a city.

1897 - Intercolonial Railway Station built (later renamed Union Station).

1898 - First hospital opens in an almshouse in the Dieppe area.

1900s

1903 - Hospital moves to corner of King Street and Mountain Road.

1906 - Fire destroys six acres of railway property on Albert Street.

1907 - Population = 14,000 people.

1908 - New, modern shops are built off John Street, spans over a mile.

IMAGE: PROVINCIAL ARCHIVES OF NEW BRUNSWICK

1910s

1910 - The Federal Government builds Public Wharf on Harper Street, replacing Railway Wharf.

Early 1900s - First Gunningsville Bridge built.

1917 - The Federal Government buys and combines several railway companies, creating the Canadian National Railway Company.

EARLY YEARS | INCORPORATION | RESURGENCE I | EARLY URBAN FORM

IMAGE: PROVINCIAL ARCHIVES OF NEW BRUNSWICK

1920s

1920 - Eaton's opens mail order business on Foundry Street.

1927 - Eaton's expands, opening retail department. It employs over 750 people.

1930s

1936 - Post Office built at the corner of Main Street and Highfield Street, across from Hotel Brunswick.

1937 - Moncton airport completed.

IMAGE: PROVINCIAL ARCHIVES OF NEW BRUNSWICK

1940s

1942 - Reed Company imports end and is sold to G.E. Barbour firm.

1950s

1950s - Moncton's boundary expanded by 14.4 miles.

1953 - Modern Moncton Hospital opened on MacBeath's donated land in the undeveloped northwest.

IMAGE: VINTAGE MONCTON

1960s

1960s - CN Hump Yard built. The spur line running along the waterfront, crossing Foundry and Main Streets was abandoned.

1960s - Beginning of new retail establishments: Champlain Place, Highfield Square, and the Moncton Mall.

1963 - Université de Moncton built.

1967 - Causeway finished.

1970s

1971 - Population of CMA = 87,046.

1970s - Dr. Georges-L.-Dumont Hospital built.

1978 - Eaton's mail business closed; building converted to Heritage Court in late 1970s.

IMAGE: VINTAGE MONCTON

1980s

1980s - The spur line running along the waterfront, crossing Foundry and Main Streets, was removed.

1986 - CN closes repair shops and relocates 5,000 jobs.

1988 - CN shops demolished.

1980s - Over a dozen of Moncton's oldest businesses close.

1990s

1991 - CMA Population is 107,436; it grows to 115,283 by 1996.

1997 - CN shops site is decontaminated and redeveloped into recreation complex and Emmerson Park.

1998 - Riverfront Symposium sets out a vision for reclaiming the riverfront.

1999 - Halls Creek pedestrian bridge and Chateau Moncton completed.

2000s

2001 - Population of CMA = 119,464.

2001 - The Landing at the Bend completed.

2004 - Bore Park redesign completed.

2006 - Population of CMA = 127,222.

2006 - Gravel trail built on rail bed of old waterfront spur line.

2010s

2016 - Population of CMA = 144,810.

2016 - Construction of the Downtown Events Centre begins.

IMAGE: DANIEL ST. LOUIS

EXPANSION | **TRANSITION** | **RESURGENCE II**

FIGURE 8 | STUDY AREA, CIRCA 1878

2.2 URBAN FORM MORPHOLOGY

2.2.1 19TH CENTURY

Moncton's working waterfront developed during the rise of fishing, shipbuilding, and shipping industries in the 1830s and 40s. By the 1860s, Moncton's wooden shipbuilding industry collapsed; however, the shipping industry survived from Moncton's seven wharfs. In 1867, a new economic engine arrived in Moncton with the inauguration of Intercolonial Railway's Nova Scotia-Lévis line. Moncton was able to re-incorporate, its economy bolstered by Intercolonial Railway's headquarters and repair centre established in 1871. Other major businesses were located along the eastern boundary (e.g. Sugar Refinery) and the northern boundary at Mountain Road (e.g. Cotton Mill). Two spur railway lines ran parallel to Main Street to the south, connecting the wharfs, railway shops, and other industrial businesses.

URBAN FORM LESSONS:

» ***Ad Hoc Waterfront Development:*** Industrial buildings were completed rapidly and in an ad hoc fashion, reflecting the booms and busts of new industries along the waterfront. As shown in Figure 8, irregularly shaped blocks and an inconsistent grid of streets were oriented towards the wharfs and rail line.

» ***Finer Grain, Spaced Texture:*** For the most part, buildings in the downtown (even industrial ones) were small. Throughout the downtown there were large areas of open, undeveloped space.

2.2.2 TURN OF THE CENTURY

By 1907, Moncton had a population of 14,000 people. Manufacturing and service jobs attracted new residents from surrounding areas. Along Main Street there were businesses such as grocers and dry good stores, boot and shoe stores, bakers, dentists, doctors, barristers, and furniture stores. North of Main Street small residential buildings were interspersed with open spaces, churches, and noteworthy residences. South of Main Street there were many industrial and rail-related businesses (e.g., machine shops and works, a foundry, sash and door factories, lumber, gas works, and a carriage factory). In 1906 a catastrophic fire destroyed 6 acres of railway shops by Albert Street and Foundry Street. They were rebuilt in 1908 on a new site to the west, off John Street.

URBAN FORM LESSONS:

» ***Finer Grain, Fine Texture:*** As Moncton's population grew quickly, the city's downtown densified, filling in open spaces. Figure 9 shows how development along streets south of Main (in particular Lutz and Robinson Streets) extended toward the waterfront. The blocks directly North and South of Main Street were densely packed. Buildings fronting Main Street tended to be narrow, with two or three storeys. At some industrial sites near the waterfront and rail lines, there was a coarser texture with larger warehouses and open space.

FIGURE 9 | STUDY AREA, CIRCA 1907

FIGURE 10 | STUDY AREA, CIRCA 1956

2.2.3 MID-CENTURY

In the 1950s Moncton once again expanded rapidly; the city's boundary grew by 14.4 miles. New development began to sprawl away from the historic downtown core. D. A. MacBeath donated land in the northwest to the Moncton Hospital, completed in 1953. Land south of Main Street was still predominantly used for industrial and rail purposes, with the exception of a section of residential housing bordering Lutz and Robinson Streets.

URBAN FORM LESSONS:

» ***Coarser Grain:*** Between the turn of the century and the 1950s, two downtown blocks became larger due to the elimination of the lower sections of Wesley Street and Downing Street.

» ***Coarser Texture:*** A new, coarser texture characterized built forms. Figure 10 illustrates how smaller, narrower buildings throughout the downtown were replaced by much larger ones so that the number of buildings found in many blocks was roughly reduced by half.

» ***Redistribution of Open Space:*** Bigger building footprints (e.g., Eaton's) coupled with the removal of many older, small buildings changed the distribution of open spaces within downtown blocks.

2.2.4 21ST CENTURY

The end of the 20th century was once again a time of great economic transition for Moncton, with resulting changes to the mix of land uses in the downtown. Along Main Street, many mixed use areas became offices and institutional buildings. Smaller residential buildings within the core have almost disappeared. After CN's departure from Moncton in the late 1980s, lands south of Main Street evolved from industrial uses to vacant land and surface parking lots for government, financial, and business service centres (e.g., Heritage Court, Rogers, Blue Cross). The spur railway line was removed, taking out an edge that previously reinforced the grid south of Main Street.

Figure 11 illustrates how these changes affected the distribution of space within the existing grid, leading to a much coarser, inconsistent urban texture characterized by larger buildings and lots, with more under-utilized space. The redesign of Assomption Boulevard made blocks south of Main Street bigger and more irregularly shaped than before, as it brought the street further south than the grid had previously reached. Moncton's working waterfront became a recreational waterfront, with the formerly industrial banks of the Petitcodiac River designated as public space for Riverfront Park.

URBAN FORM LESSONS:

» ***Changing Edges Forming a Coarser Grain:*** Changes to two major edges in the downtown led to even larger, more irregularly shaped blocks south of Main Street: the removal of the spur rail line that ran parallel to Main Street and the reconfiguration of Assomption Boulevard further toward the waterfront.

FIGURE 11 | STUDY AREA, PRESENT

» ***Coarse, Spaced Texture:*** Nearly all small buildings have been removed from the downtown, with the exception of a few fronting Main Street, leaving block-length complexes and significant areas of open space currently used for surface parking lots.

FIGURE 12 | PUBLIC REALM

2.3 THE URBAN INVENTORY

Moncton's downtown core is an assembly of public realm and built form resources that together compose the study area. The quality of the public realm relies on the riverfront green, plazas, and street corridors. They form the public realm 'fabric', weaving the downtown together. This public realm should become a municipal priority. Public investment and growth establishes a platform for expanded urban core development where lifestyle amenity is a priority. People want to invest where people are found. Retained historic resources, high quality public spaces, and civic facilities such as libraries, museums, and sport venues combine to form a network of places where people are found. The built form resources that capitalize on this environment complete the place.

This chapter identifies the network of resources that form the platform for this Downtown Core Community Improvement Plan. The combined public realm and built form network is the urban core DNA that is Downtown Moncton, the sequence that informs platform infill and growth.

2.3.1 PUBLIC REALM NETWORK

Figure 12 illustrates the location and types of existing public realm assets. As previously noted, these assets form the network that must be conserved and expanded upon. Important assets include:

THE SIDEWALK NETWORK

Creating a quality walkability network is essential to supporting civic, cultural, historic, and economic assets. As with all downtowns, the ability to move on foot is essential to urban core health. Residents gather, shop, socialize, eat, and participate in city life from this network. All assets are connected by this network; all built form assets border this network.

The pedestrian network hosts sidewalk surfaces on both sides of streets through most of the urban core. This network also supports on-street parking spaces; therefore, the sidewalk functions as both pedestrian corridor and interface between the street and buildings' street walls. Any expansion of this network should occur within this context of walkability and interface.

THE PUBLIC PLAZA

Main Street presently hosts public space plazas at Robinson Court, Oak Lane, Assumption Place, City Hall, and the multi-use Downing Place plaza. A secondary multi-use plaza space exists at the Moncton Market.

These spaces function as independent gathering and activity plazas, connected by the street and sidewalk network. This network should be expanded into developing areas with thematically appropriate components that ensure visual and functional connectivity. Street, sidewalk, and street wall elements are the required connectivity tools.

THE PUBLIC PARK

One of the study area's greatest assets is Riverfront Park. This is a very finite resource, the only green space within the downtown core. Therefore, this should be institutionalized as urban core green space.

This conservationist approach will allow developers to capitalize on this green space through mixed-use development that offers vast views of the riverfront and the regional Petitcodiac River panorama.

2.3.2 SIGNATURE ADDRESSES

Figure 13 illustrates the location of landmark buildings that, when considered in conjunction with public realm addresses and the Petitcodiac River, form a downtown core wayfinding network (as described during this plan's public consultation processes). These assets are important when considering future view planes that must be sustained to ensure continued and relevant wayfinding.

It is important to note that these assets are not necessarily architecturally significant buildings. Instead these assets support the downtown user's mental mapping process (i.e., due to their size, location, or use). The important signature address assets include:

Civic Addresses. These buildings, through mass and civic life activity, speak to a municipal presence within the study area. They include the Downtown Events Centre, City Hall, and the Moncton Law Courts. These addresses are to be considered for functional and view plane connectivity.

FIGURE 13 | SIGNATURE ADDRESSES

LEGEND

1. DOWNTOWN EVENTS CENTRE
2. HERITAGE COURT
3. ATLANTIC LOTTERY HEADQUARTERS
4. SUBWAY BLOCK
5. TD CANADA TRUST BUILDING
6. CAPITOL THEATRE
7. EMPIRE BLOCK
8. COMMUNITY PEACE CENTRE
9. GOVERNMENT OF CANADA BUILDING
10. SCOTIA BANK/FORMER CITY HALL
11. ASSUMPTION PLACE
12. MONCTON LAW COURTS
13. DELTA HOTELS BY MARRIOTT BEAUSEJOUR
14. MERCHANTS' BANK
15. BELL ALIANT TOWER
16. MONCTON CITY HALL
17. COMMERCE PLACE
18. BLUE CROSS CENTRE
19. BLUE CROSS CENTRE EXPANSION
20. RESIDENCE INN BY MARRIOTT MONCTON
21. RCMP CODIAC DETACHMENT

STREET WALL

Corporate Addresses. These buildings, through mass and business activity, link the sky to the street while establishing street wall and influencing urban view planes.

The Urban Street Wall. This tight-knit collection of buildings along Main Street speak to density, activity, and character; all are placed along a character-driven street wall of architecturally significant buildings.

FIGURE 14 | HERITAGE RESOURCES

LEGEND

1 HERITAGE COURT
2 SUBWAY BLOCK AND FLAT IRON BUILDING
3 FORMER TUTTLE BROTHERS FUNERAL HOME
4 FORMER A. A. TUTTLE BUILDING
5 FORMER A. A. TUTTLE BUILDING
6 R.N. WYSE BUILDING
7 FORMER KEATING'S TOBACCO SHOP (VICTORIA BLOCK)
8 CAPITOL THEATRE
9 EMPIRE BLOCK
10 ALBION BLOCK
11 TRANSCRIPT BUILDING
12 CALEDONIA BUILDING
13 QUEEN BUILDING
14 SCOTIA BANK / FORMER CITY HALL
15 ASSUMPTION PLACE
16 STARBUCKS COFFEE / PIATTO / THE OLD TRIANGLE
17 CENTRAL UNITED CURCH
18 FIRST MONCTON UNITED BAPTIST CHURCH
19 ST. GEORGE'S ANGLICAN CHURCH
20 NATIONAL BANK
21 MERCHANTS' BANK
22 MCGRATH BOYD
23 BELL ALIANT TOWER
24 LA MINE D'OR JEWELLERS
25 TIMES BUILDING
26 HIGGINS BLOCK
27 JORDI BONET MURAL
28 PROVINCIAL BANK BUILDING, MCSWEENEY BUILDING
29 BLUE CROSS CENTRE
30 HUMPHREY BLOCK
31 HADDAD, MARKS BROS., GORBER BLOCK
DESIGNATED HERITAGE BUILDINGS
OTHER HERITAGE RESOURCES

2.3.3 HERITAGE RESOURCES

Figure 14 describes the location of buildings that provide architectural significance and contribute to Moncton's unique downtown core identity. It is important to note that heritage, within the context of this plan's consultation processes, includes both contemporary and older buildings that provide form or detail precedent for infill or expanding buildings. For example, Assumption Place, Blue Cross Centre, and the National Bank Building may lack age; however, they provide detail or massing precedent that new development can borrow from. Thus, heritage is more than what happened 100 years ago, an expanded point of view includes contextual precedent from the last 50 years.

2.4 CONTEMPORARY MORPHOLOGICAL PRESSURE

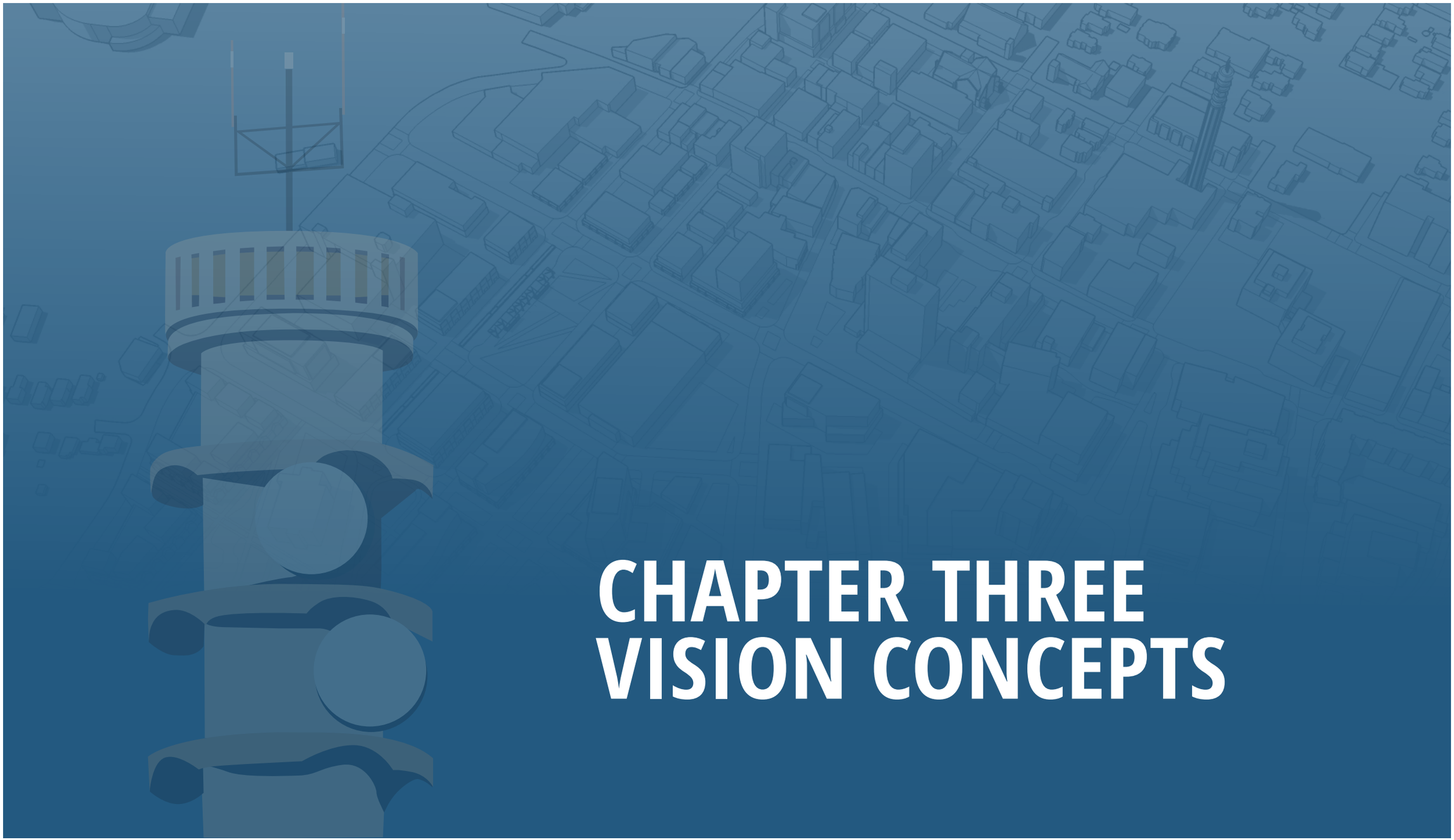
FUTURE FORMAT

Throughout its history, the format of Moncton's downtown core has been shaped by economic forces, reacting to the rise and fall of major industries: shipbuilding, rail, and large-scaled service and government complexes. Though economic shifts will undoubtedly continue to play a role in shaping the core, climate change has significant implications for downtown design. Pro-actively ensuring resiliency in the face of environmental change is critical to the future of the study area's urban form.

URBAN FORM LESSONS:

» ***Designing Edges for Adaptation:*** The design of river-bordering public spaces and streets (i.e., Riverfront Park, Assomption Boulevard) should enhance resilience to over-land flooding, the probability of which will increase with sea level rise and more intense storm surges.

» ***Permeable & Absorbent Infrastructure:*** Increasing intensities of precipitation require both permeable and absorbent infrastructure, slowing the flow of water and mitigating risks of surface flooding to built infrastructure.



CHAPTER THREE
VISION CONCEPTS

CHAPTER 3
VISION CONCEPTS

3.1 CONSULTATION FORMAT

This plan is built on resident-provided concepts for urban core development. The opportunities identified in Chapter One were presented to the various groups and individuals consulted during master plan development. Figure 15 illustrates the consultation process while this chapter summarizes the results.

3.2 99 IDEAS FOR DOWNTOWN MONCTON

The results of the adjacent consultation process, supplemented by background research, form 99 Ideas that move forward into planning and design strategies. The ideas fall under the following categories:

- People
- Characteristics
- Mobility
- Parking
- Land Use
- Built Form
- Streetscape
- Parks and Green Spaces

A summary of the ideas can be found in Figure 16 on the following pages.

FIGURE 15 | CONSULTATION PROCESS

FIGURE 16 | 99 IDEAS FOR DOWNTOWN MONCTON

PEOPLE

1. Downtown is full of people!
2. More young families
3. Kid friendly
4. Entrepreneurs
5. Food-preneurs
6. Creatives
7. Visitors
8. Performers, dancers, and buskers
9. Students
10. People who historically lived downtown can stay downtown
11. Downsizers

CHARACTERISTICS

12. Activity 24/7
13. Tells our story
14. Energized by events
15. Evening use
16. Multi-cultural
17. Musical
18. Full of culture
19. 4-season
20. Economically diverse
21. Cares for homeless
22. Accepting of all people
23. Livable
24. Growing
25. Our 'big', little city as its own attraction
26. Vibrant

MOBILITY

27. Pedestrians come first
28. Cyclist-welcoming streets and intersections
29. More pedestrian/active transportation paths, connections
30. Public transit improvements
31. Fewer cars downtown
32. Improve wheel-based accessibility (e.g., wheelchairs, motor-scooters)
33. Walkability day and night
34. Improved event circulation
35. Stronger connection to waterfront, Riverfront Trail
36. Assomption Boulevard pedestrian enhancements

PARKING

37. Adequate public parking
38. Adequate on-street parking
39. Bicycle parking
40. Underground parking
41. Parking garages/structures
42. Fewer surface parking spaces

LAND USE

43. Mix of housing types
44. Affordable restaurants
45. Destination retail
46. Increased density
47. Mixed-use
48. Businesses open in evenings
49. Western gateway full of shops and restaurants
50. Non-profit community development organizations
51. Downtown educational/ literacy institutions
52. Pop-up/temporary/mobile businesses
53. Anchors pulling people through downtown
54. Redevelop surface parking
55. Riverside restaurants
56. Moncton Market on Downing Street

BUILT FORM

57. Traditional built form, character
58. Repair/restore buildings
59. Embrace heritage to build identity
60. Preserve/re-use heritage buildings
61. Side street development
62. Shelter from wind
63. Balconies and porches
64. Maintain sight lines and river views
65. Vacant lot infill
66. Façade details, color, and trim
67. Cohesive architectural style
68. Uniqueness
69. Climate change adaptation
70. Re-design Oak Lane
71. Re-design Assumption Plaza

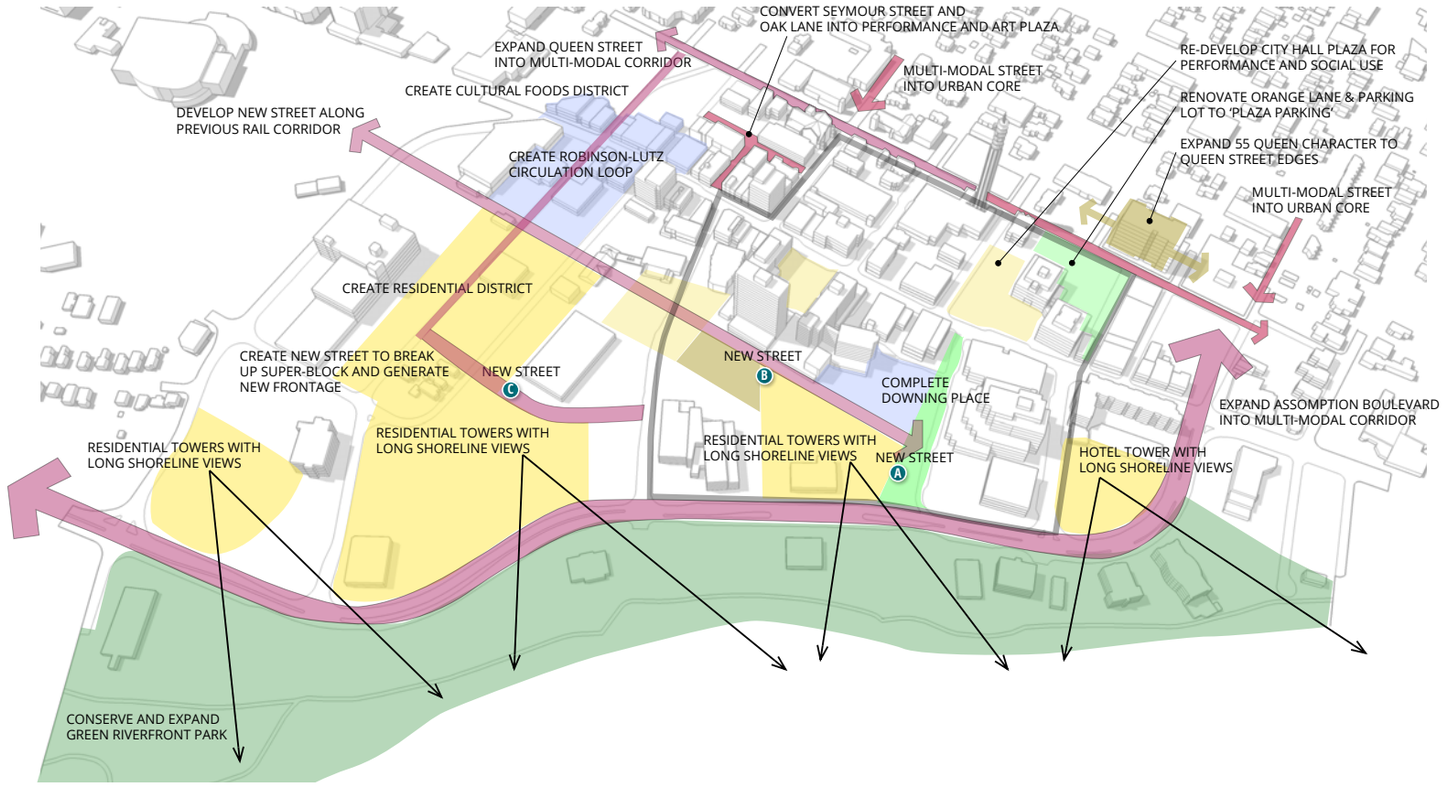
STREETSCAPE

72. Greater urban canopy and more shade
73. Public water fountains
74. Inviting street furniture
75. Full of public art and murals
76. Traditional materials (e.g., brick, granite)
77. Cyclist facilities
78. Lighting for safety and ambiance
79. Street decor (e.g., banners, gateways)
80. Waste disposal
81. Signage improvements
82. Bus shelter improvements
83. Remove curbs, create smoother street edges
84. Expand patio culture
85. Downtown beautification
86. Fix-up cracks and damage

PARKS & GREEN SPACES

87. More green!
88. Add natural features within core
89. Public gardens, trees, and flowers
90. Waterfront designed to facilitate a variety of outdoor activities
91. Petitcodiac River as reason for being
92. Lively public plazas
93. Impromptu gathering spaces
94. Playground as public art
95. Splash pad
96. Exercise equipment
97. First Nations presence at Riverfront Park
98. Permanent dance space by river
99. Riverfront amphitheatre

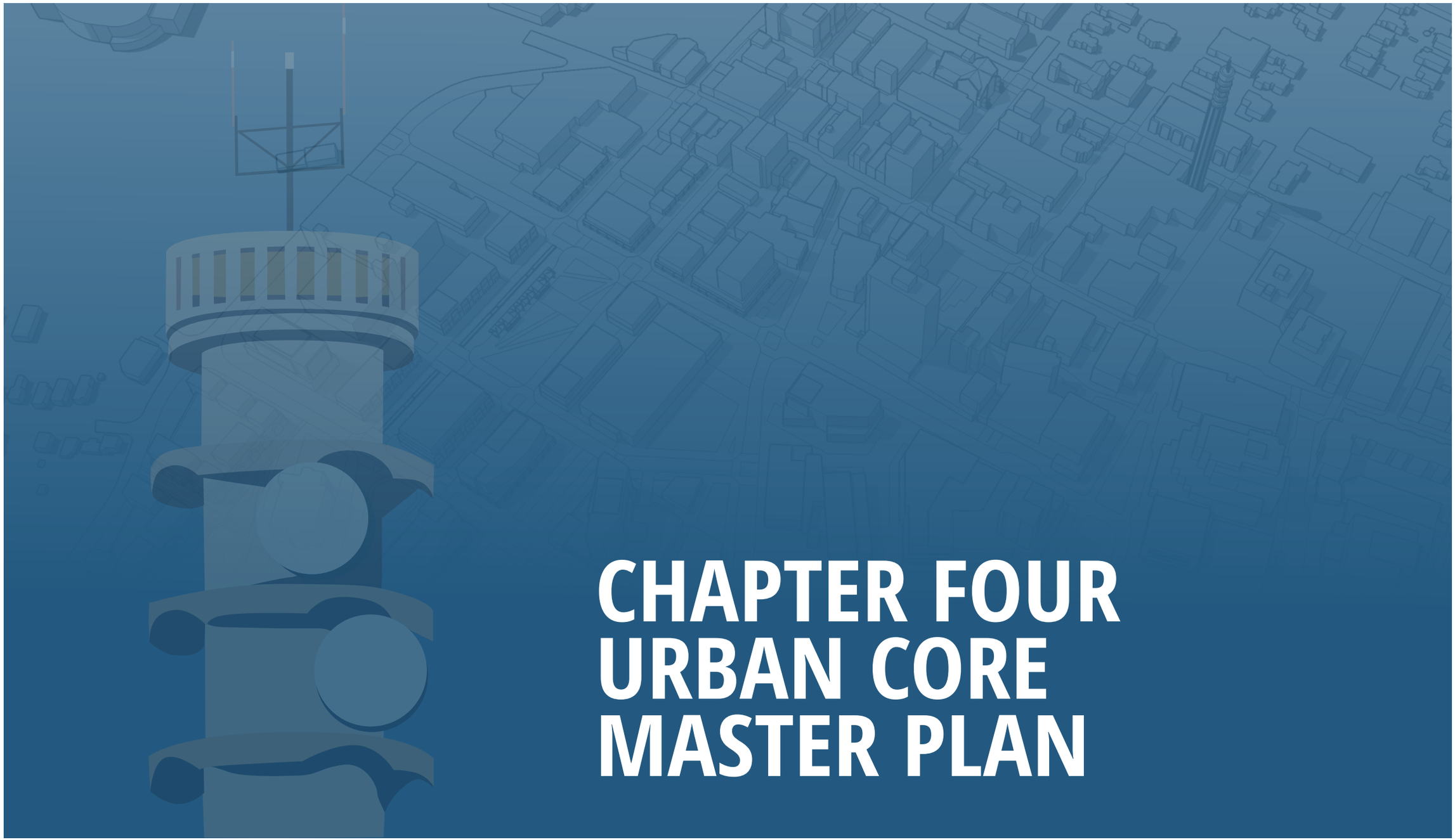
FIGURE 17 | DEVELOPMENT CONCEPT



3.3 DEVELOPMENT CONCEPT

The 99 Ideas for Downtown Moncton provide great concepts for inclusion in this plan. This section, also formed from the results of consultations, speaks to the location of these ideas' application. The following list describes these places while Figure 17 illustrates location.

- Queen Street is a primary gateway into the urban core and should be expanded to become a multi-modal route complete with walking surface and bike lanes on both sides of the street.
- The riverfront is a finite resource that should be retained as green space in perpetuity.
- The existing green space should be maintained. Any new development of private lands should be complimentary to the Riverfront Park.
- The completion of Downing Place ("Street A").
- A new plaza street ("Street B") should extend from Downing Street to the new Downtown Events Centre.
- An additional new street ("Street C"), located south of the Rogers Call Centre building, is required to create new development frontage.
- An ethnic foods district is forming around the Robinson Court area. This should extend toward the riverfront along Lutz and Robinson Streets.
- A new 'Brownstone' townhouse district should be located between the Rogers Call Centre and Heritage Court buildings.
- New multi-modal streets should extend into the urban core on Lewis and Church Streets.
- Seymour Street and Robinson Court, by the Capitol Theatre, should be re-established as streets.
- The Moncton Market should move to Downing Street, open daily to capitalize on the Assumption Place, Blue Cross Centre, and City Hall, civic, and business populations.
- The 55 Queen project provides ideal precedent for developing future projects on Queen Street.

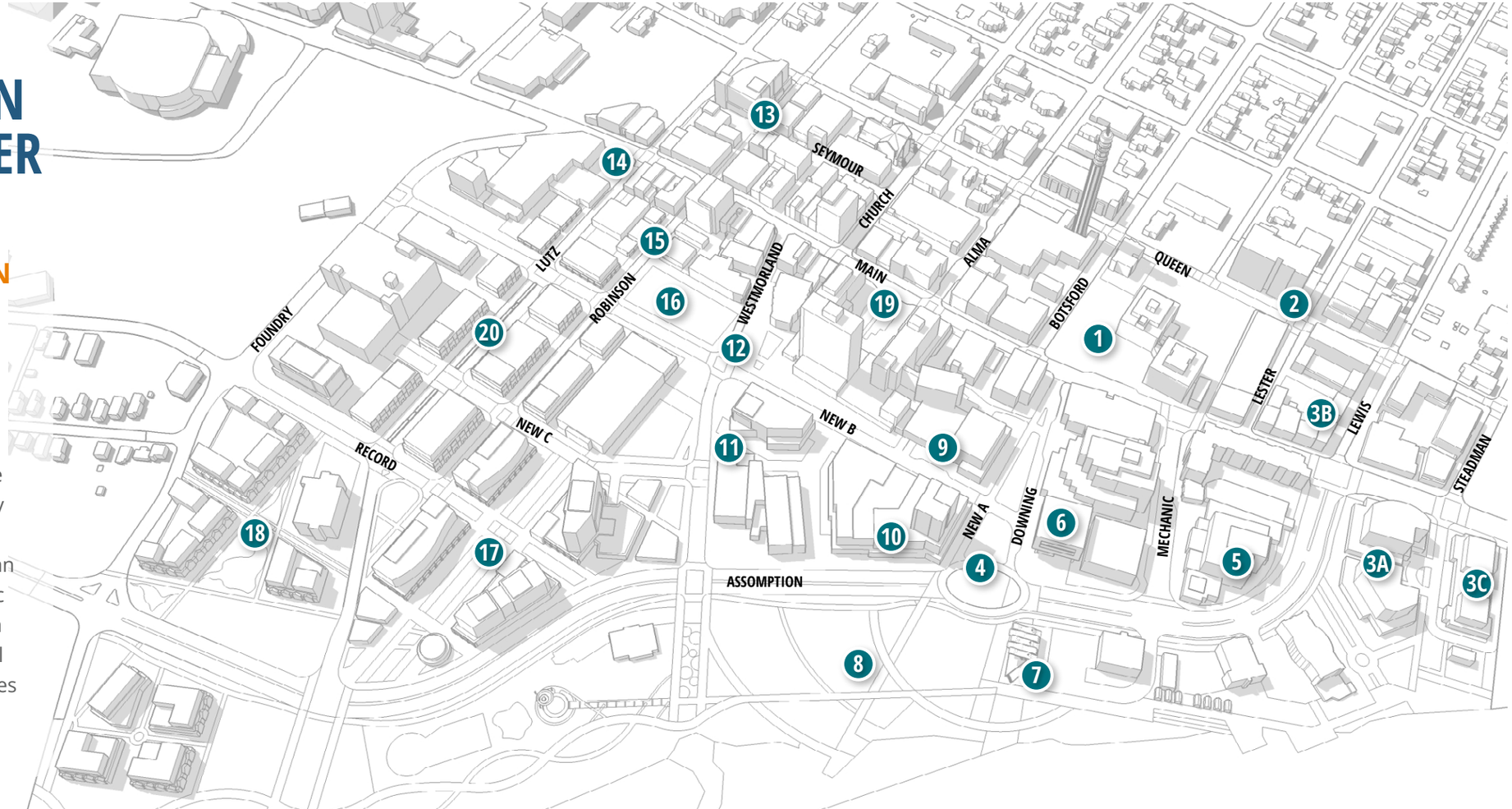


CHAPTER FOUR
URBAN CORE MASTER PLAN

CHAPTER 4 DOWNTOWN CORE MASTER PLAN

4.1 MASTER PLAN

Public consultation results describe a conceptual network of public realm and built form assets that, when mapped, result in an updated master plan for the Downtown Core Community Improvement Area. Figure 19 illustrates this master plan as well as the primary public and private assets that form neighbourhood district focal points. This chapter describes this master plan and the structural components inherent within the plan.



LEGEND

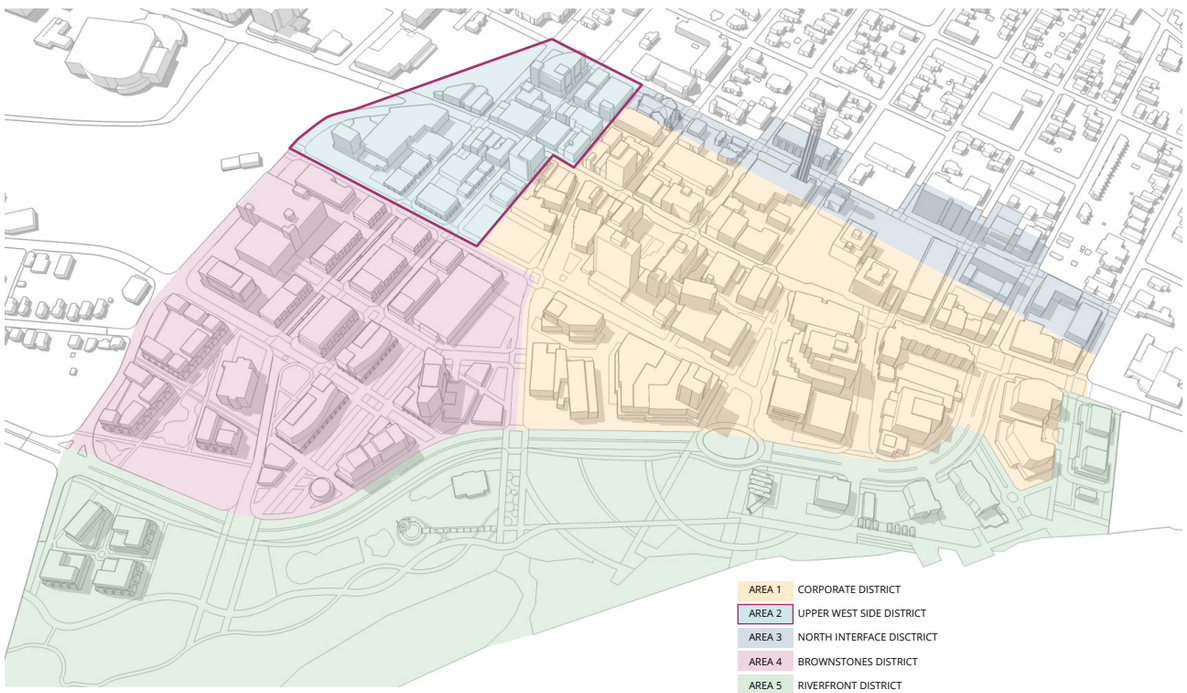
1 CITY HALL PLAZA RENOVATION
2 RESIDENTIAL PROJECTS ON QUEEN STREET
3 MIXED-USE PROJECTS ON MAIN STREET
4 DOWNING PLACE COMPLETION
5 HOTEL/RESIDENTIAL PROJECT PLACEHOLDER
6 FUTURE CIVIC PROJECT
7 RIVERFRONT PERFORMANCE PAVILLION
8 RIVERFRONT PARK REDEVELOPMENT
9 RELOCATED MARKET WITHIN MIXED-USE PROJECT
10 MIXED USE DOWNING PROJECT
11 NEW ACADEMIC FACILITY
12 CIVIC SQUARE PROJECT
13 ROBINSON/SEYMOUR/OAK LANE PROJECTS
14 PUBLIC SQUARE PROJECT
15 ETHNIC FOOD VILLAGE DEVELOPMENTS
16 CENTRAL PARK
17 MIXED-USE VILLAGE PROJECT
18 RESIDENTIAL PROJECTS AND STORMWATER GREEN
19 ASSUMPTION PLACE PLAZA PROJECT
20 BROWNSTONES DISTRICT

FIGURE 18 | MASTER PLAN LEGEND

FIGURE 19 | MONCTON DOWNTOWN CORE COMMUNITY IMPROVEMENT PLAN

4.2 NEIGHBOURHOOD DISTRICTS MODEL

The plan identifies five distinct neighbourhood districts that provide varied retail, residential, commercial and public realm assets. Each district targets specific user groups, while coming together to deliver a diverse downtown core. For the purpose of this plan, working names are being used to describe these five neighbourhoods. In some case, these names are based on geographic location, while others are reflective of the current and future land uses. Council may wish to change these names in the future.



A. THE UPPER WEST SIDE DISTRICT

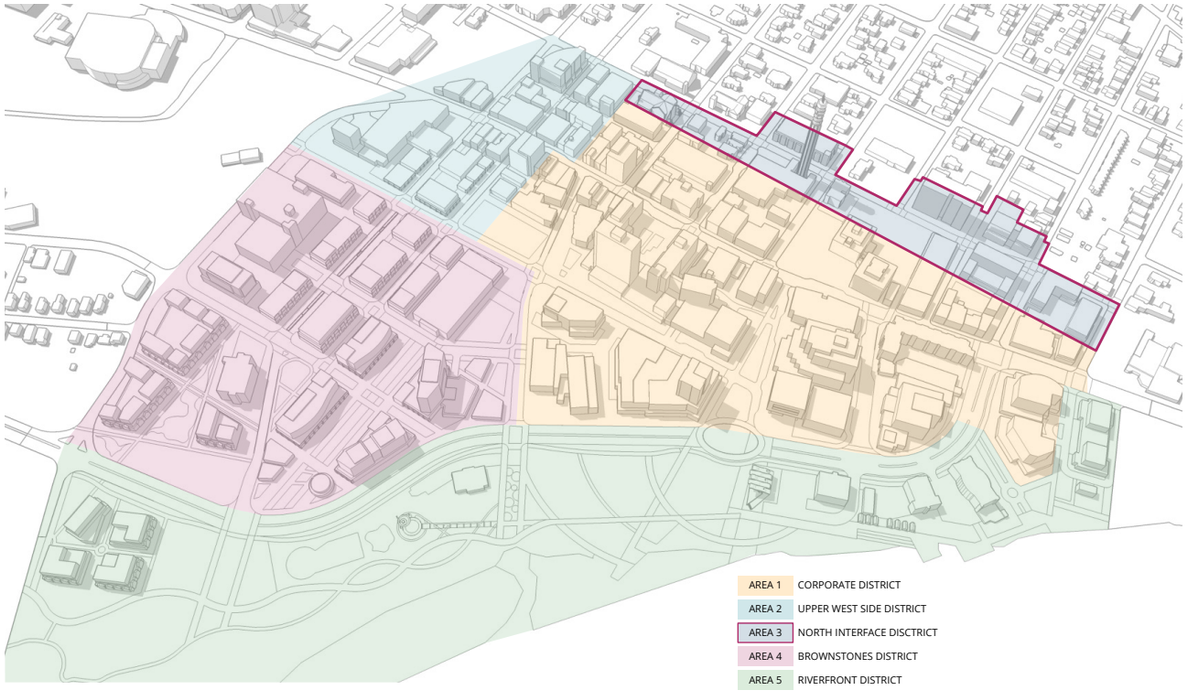
VISION. This district is an assembly of low and mid-rise buildings that combine with the downtown's contiguous public realm network to function as transition from downtown core to the larger scale Event Centre and Corporate District (see section 4.2.C). This district is blossoming as an ethnic foods zone with surrounding retail, commercial, and residential uses. Residential life here is all about active street life in a market-style neighbourhood.

PROMINENT CHARACTERISTICS.

- Low to mid-rise podium-style buildings.
- Set back upper floors for commercial and residential uses.
- Food service complete with patio and highly permeable built form spaces.
- Mixed-use streets within tight wall-to-wall corridors.
- Streetscape elements placed to support resident pooling on the street.

THE UPPER WEST SIDE DISTRICT

FIGURE 21 | NORTH INTERFACE DISTRICT



B. THE NORTH INTERFACE DISTRICT

VISION. This district is an evolving assembly of residential-dominant buildings that may support ground floor retail uses (placed to support those living within the district). This district transitions between Main Street and residential uses extending toward St. George Street.

PROMINENT CHARACTERISTICS.

- Highly contemporary mid-rise residential-dominant buildings with plaza entries.
- Single entry buildings opening onto traditional downtown concrete sidewalk.
- In-building parking structures that support the building's residential uses.
- Queen Street renovated to include concrete sidewalk, planting strip, and bike lanes (on both sides of street).
- Street life takes place under a well-shaded and rich tree canopy.
- All corner buildings have well designed plaza spaces and entrances that transition the corner.

THE NORTH INTERFACE DISTRICT

▲ *Sustainable street planting should support storm water retention strategies while beautifying residential corridors.*

Residential side and rear yards should present active ground floor faces to ensure life on all building sides. ▼

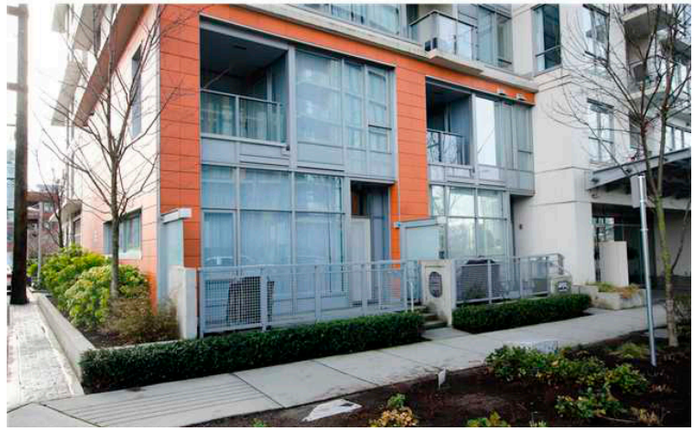
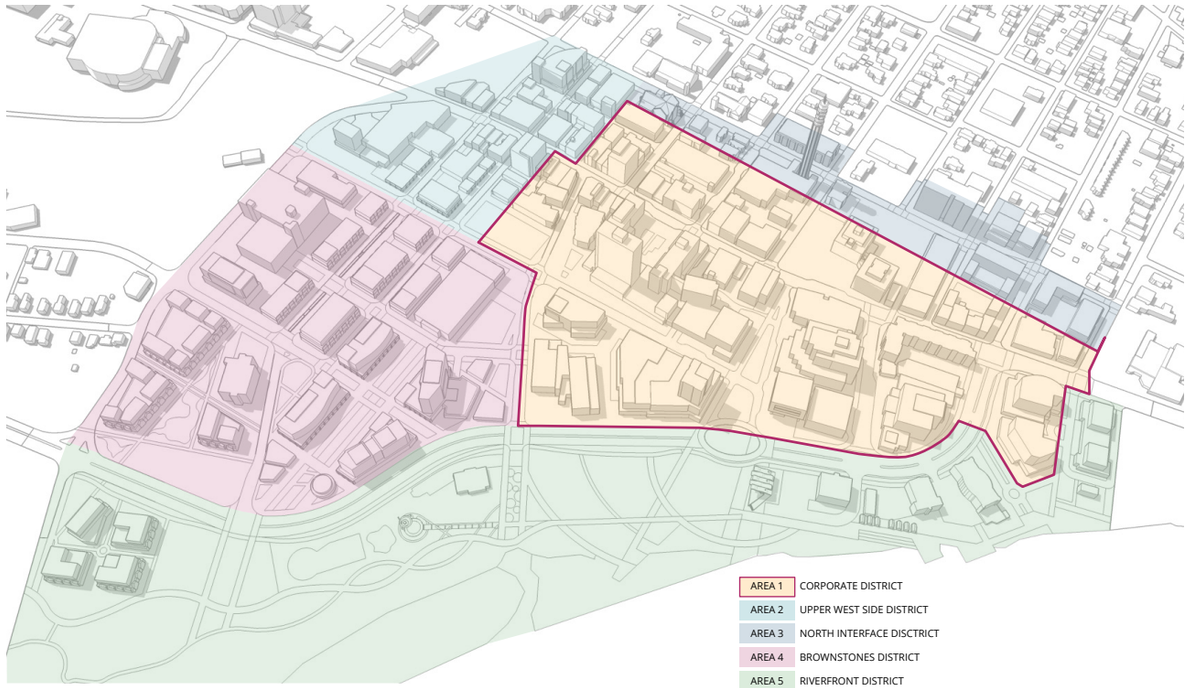


FIGURE 22 | CORPORATE DISTRICT



C. THE CORPORATE DISTRICT

VISION. This district is a regional centre where economy and urban core combine to create a powerful business address. Professional services, restaurants, civic facilities, and hotels typify this district, all on a human scale and in a historic landscape. This is the centre of Southeast New Brunswick.

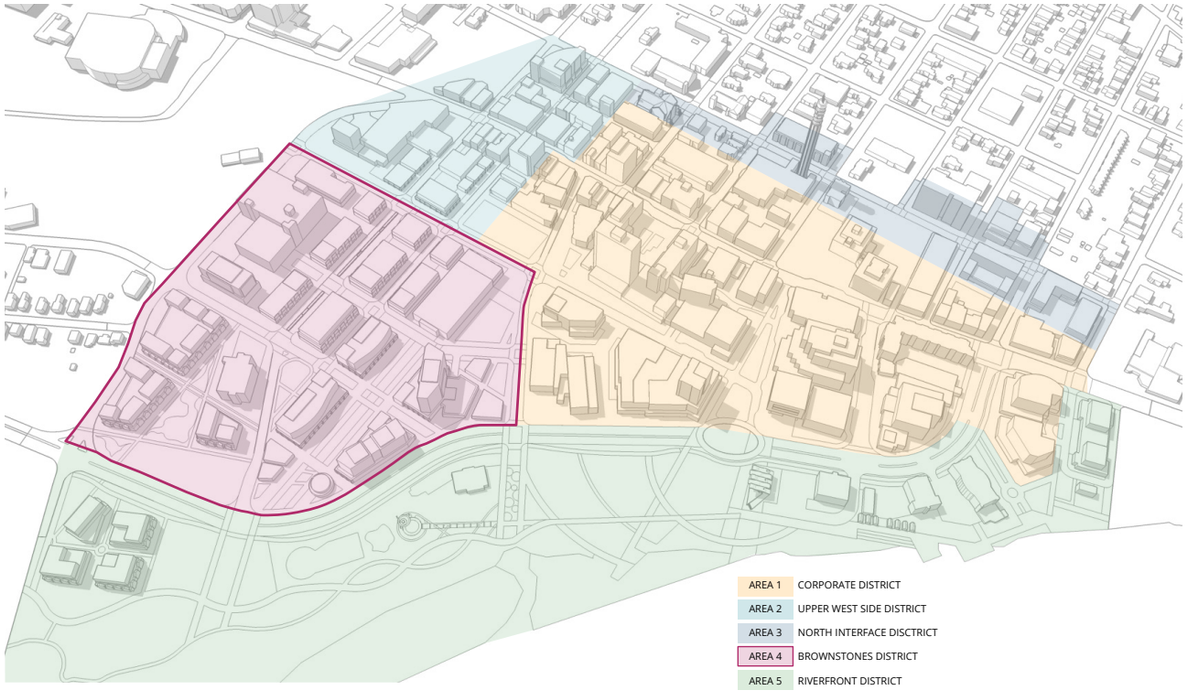
Relevant infill and expansion occurs within this district, capitalizing on under-utilized surface parking and evolving use lands. The notion of regional centre is strengthened with human scale streetscape and civic lifestyle amenity. New-to-core residential and academic uses expand downtown attraction.

PROMINENT CHARACTERISTICS.

- Mid to high-rise buildings capitalize on market and physical conditions for infill and expansion purposes.
- Civic space is created to support lifestyle for significant business and residential populations.
- Increased food and accommodation products support increased business and residential populations.
- Dense on-street parking and consistent street walls send a message of urban destination.
- Structured parking accommodates employees, residents, and visitors.
- Historic building forms and detailing inform new buildings.

THE CORPORATE DISTRICT

FIGURE 23 | BROWNSTONES DISTRICT



D. THE BROWNSTONES DISTRICT

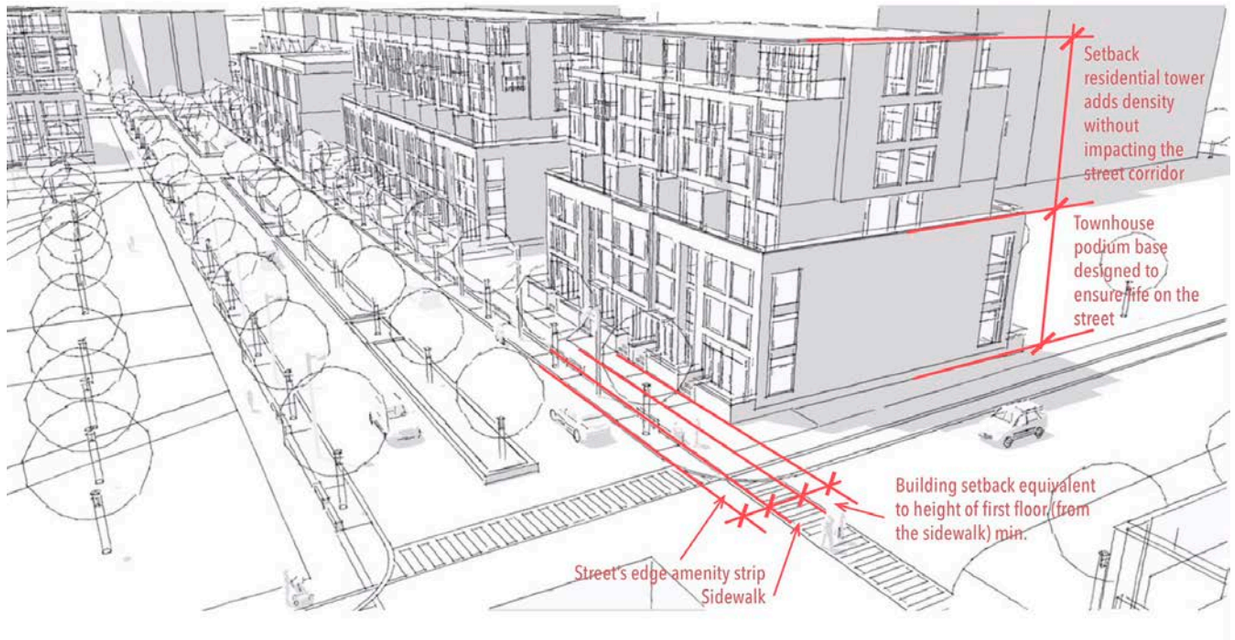
VISION. This district is a residential-dominant district where ground floor retail and commercial uses serve both local and destination shoppers. On-street and in-building parking serves this market.

All ground-floor residential uses are townhouse styled to support a vibrant street life. Ground floor retail is fine grain with highly interactive patio spaces (where relevant). The long term vision is to create a central park in this district, built over a parking lot, that forms the focal point of civic life and resident lifestyle.

PROMINENT CHARACTERISTICS.

- Mid to high-rise buildings complete with fine grain retail or townhouse first and second floor uses.
- Set back upper floors for residential uses.
- Food service complete with patio and highly permeable built form spaces.
- Mixed-use streets within tight wall-to-wall corridors (complete with on-street parking).
- Richly planted street corridors to support residential life.
- Central park space for dog owners and socialites (or both).

THE BROWNSTONES DISTRICT



▲ *In the Brownstone Neighbourhood, ground floor residential units should be elevated from the street (approximately 4 feet), and have front doors that open on to the street.*

▲ *Unlike ground floor retail/restaurant uses in other neighbourhoods that have patio spaces located on the street side of the sidewalk, Brownstone Neighbourhood patio spaces should be placed against the building separated from the street's edge by the sidewalk and amenity spaces.*

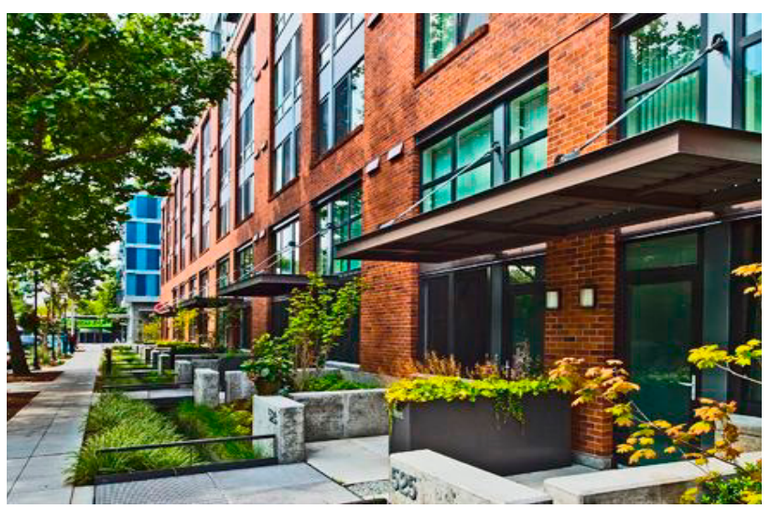
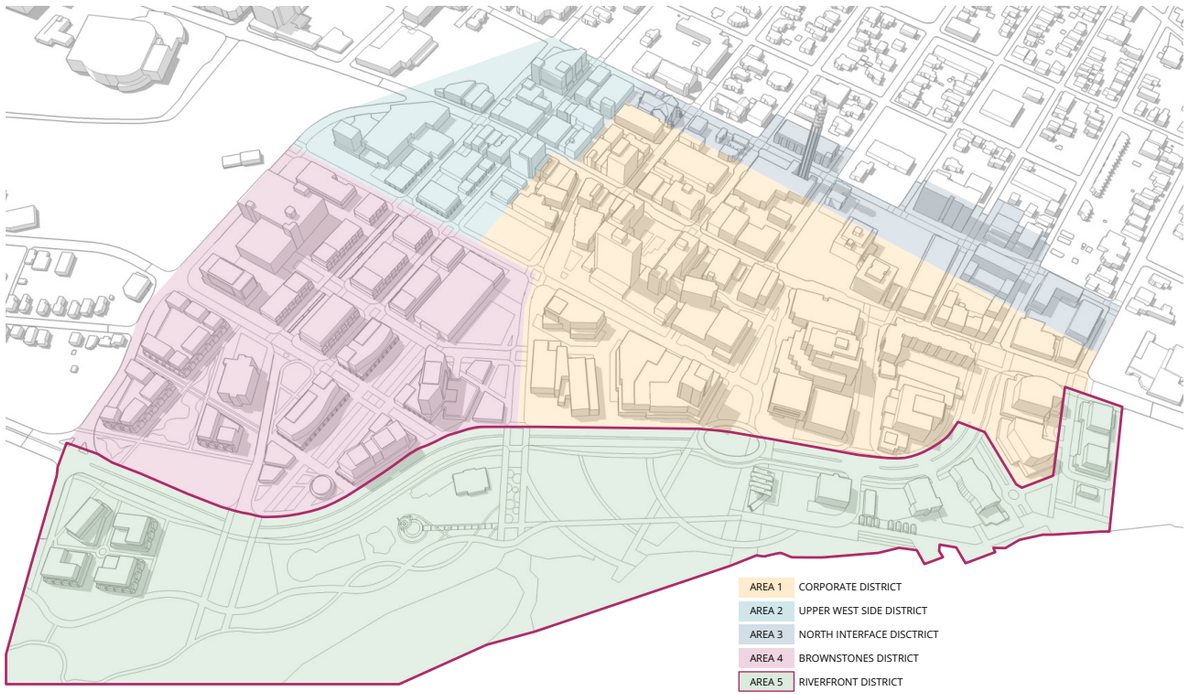


FIGURE 24 | RIVERFRONT DISTRICT



E. THE RIVERFRONT DISTRICT

VISION. The riverfront is a very finite nature's edge resource that must be retained for future generations. Downtown populations enjoy the riverfront park for active and passive recreation as well as social and performance gathering. The existing built environment is 'enveloped' along the water's edge to ensure the park environment is sustained.

The built environment is intensified with boardwalk and small retail shops when feasibility allows. Also, the riverfront zone meets Main Street with new residential development that capitalizes on the urban core and riverfront environments for expanded retail and residential uses.

Assomption Boulevard is renovated to become a mixed-use corridor complete with a new bike trail at street's edge. Rich and diverse planting combine with street's edge lighting to create a powerful and 24-hour transportation corridor. The river's edge trails are retained for recreation purposes.

The riverfront green becomes a grand lawn with a new performance pavilion anchoring the eastern edge. The western edge terminates at Memorial Garden. All intermediate land remains as grand lawn for informal play or formal performance.

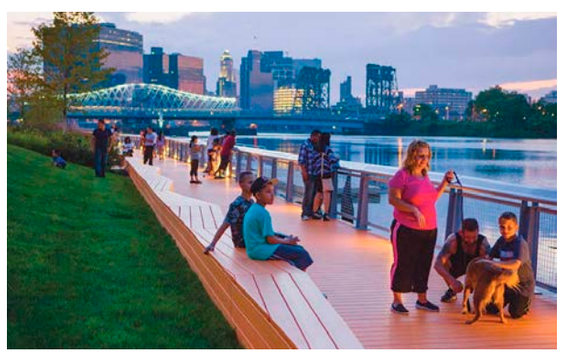
NATIONAL ICONS. The Petitcodiac River is a nationally significant waterway. Other rivers in this category include the Saint Lawrence Seaway, Ottawa River, and Assiniboine River in Winnipeg. These waterways elevate cities that occupy shoreline grounds to national status by location alone. For this reason, Quebec City, Ottawa, and Winnipeg place national-class museum facilities at river's edge. Thus, the national-class river and national-class museum combine to create an asset that places the host city into a national-class category.

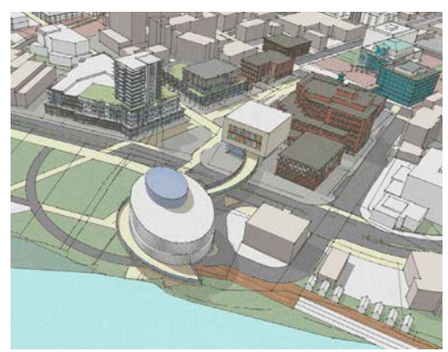
This master plan calls for the conservation of the riverfront green as open space with the exception of a performance pavilion located on an axial relationship line between City Hall and the river. This important location can host any future national-class icon such as a museum if the icon and pavilion are combined. This works well for two reasons:

- As mentioned, this national-class river's edge location is elevated to a national icon with a national-class museum and,
- Placing any future iconic facility at this location does not utilize land whose highest and best use capitalizes on the adjacent location.

PROMINENT CHARACTERISTICS.

- Assomption Boulevard evolves into a mixed-use corridor, complete with public realm-style sidewalks, a central boulevard, and bicycle trail.
- A riverfront grand lawn is anchored by a new performance pavilion complete with public washrooms, green room, and other supporting space, as well as a stage that functions as both concert venue and viewing platform (with downtown and long riverfront views).
- The riverfront edge remains natural with no lighting that interferes with sky viewing.
- Monuments located on the riverfront must relate to important civic events, periods, or people that have real and measurable meaning to every Moncton resident.
- Small retail or tourism-based ‘shed’ style pavilions are permissible where new boardwalk is applied.





4.3 BUILT FORM CHARACTER

The present downtown environment hosts several character supporting buildings. These buildings provide architectural form and detail precedent for new buildings proposed in this master plan. In addition to this, existing landmark buildings must blend with new landmark buildings to support urban wayfinding.

Figure 25 illustrates the architectural role of existing and proposed buildings. It is important that the identified buildings continue to fulfill this role and that new buildings borrow form and detail to create a harmonious urban core. This document proposes guidelines to support this effort while the adjacent figures show where guidelines apply.

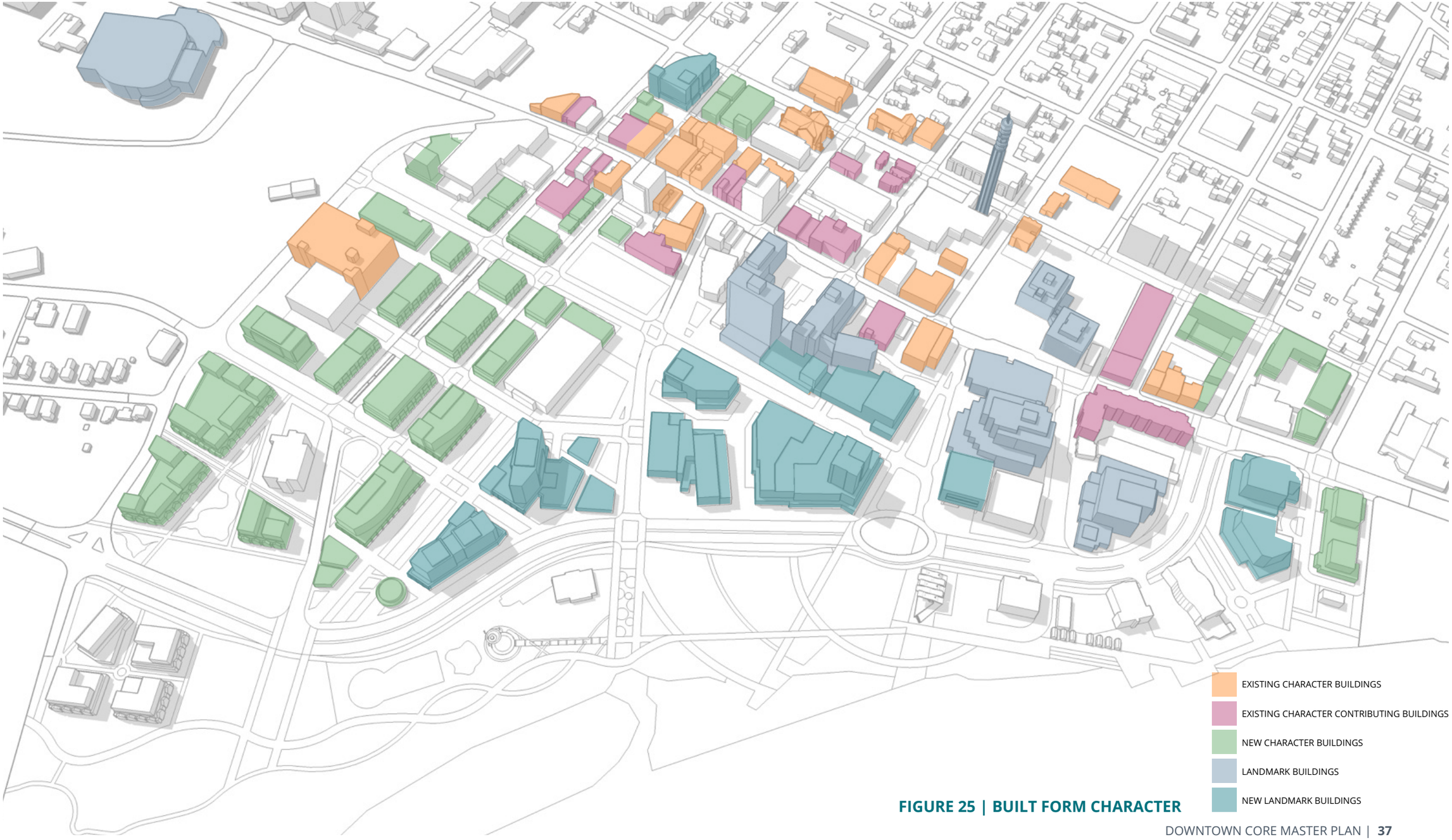


FIGURE 25 | BUILT FORM CHARACTER

4.4 CIRCULATION NETWORK

The purpose of developing a circulation network is to establish the type and location of public realm corridors to which built form attaches itself. This is the most important aspect of the master plan as the pattern of blocks, mobility corridors, significant address connectivity, and transportation methods are established. The following strategies describe the circulation network while Figure 26 illustrates component locations.

A. STREET GRID. The master plan proposes to extend the existing fine grain grid located adjacent to the North Interface District toward the riverfront with the creation of two new streets. The new streets break up the super-blocks that presently exist as parking lots adjacent to Assomption Boulevard. Also, Robinson Court is renovated to become a one-way street with parking (on one side) to improve north-south circulation.

B. MID-BLOCK PEDESTRIAN CONNECTIONS. Although the improved street grid will result in enhanced pedestrian connectivity, a finer grain is required to ensure movement through large development blocks. Figure 26 illustrates several mid-block connections that utilize corridors, in-building pathways, and plaza spaces to provide a rich pedestrian network that will support mixed-use projects.

C. CROSSWALKS. Pedestrian movement must be paramount where the public realm meets the street. These intersections are often treated with paint to inform drivers that pedestrians will cross at this location; however, the driver remains dominant. This is addressed by converting prominent crosswalks to paving unit surfaces that results in a continuous pedestrian environment with reduced vehicle dominance.

D. BIKE ROUTES. It is important to note that all streets are shared-use streets where bicycles and cars have equal corridor dominance. The master plan illustrates four exceptions to this. The gateway streets (Queen, Church, and Lewis Streets) will support bike lanes to ensure access into the downtown from adjacent city neighbourhoods. An Assomption Boulevard bike trail will exist as a stand-alone cycling route that will link the urban core to transit-destination parking lots as well as bike trails extending from Moncton into Dieppe and Riverview.

E. TRANSIT. Figure 26 locates four Main Street transit stops that provide connection to public realm and, in three instances, mid-block linkages. It is important to note that improving the downtown will require new thinking relative to transit-urban core connectivity. Bus routes must evolve to systems with rapid transit connections and linkage to destination parking and trail systems.

F. ROUNDABOUT. A proposed multi-use roundabout at the Downing Place - Assomption Boulevard intersection has two purposes. First, the roundabout reduces a need for traffic signals and stopping on the Boulevard. Second, the roundabout will be designed as an extension to Downing Place; thus, the surface will be a multi-use plaza street. Inherent traffic calming will support the humanization of the three-lane Boulevard.

G. PARKING. Figure 26 illustrates a significant expansion of on-street parking that will remain in City of Moncton control to ensure programmable parking relative to downtown events.

4.5 CIRCULATION NETWORK POLICIES AND PROPOSALS

CIRCULATION NETWORK POLICIES (CN)

Policy CN-1 *It shall be the intention of Council to establish a new street grid in the Downtown Core to break-up the existing "super-blocks" south of Main Street as well as provide more efficient connectivity to the north of Main Street.*

Policy CN-2 *To ensure that the proposed street grid is safeguarded over the course of the life of this plan, Council shall include the new proposed streets on the Future Roads Map (Schedule 5) of the Municipal Plan.*

CIRCULATION NETWORK PROPOSALS (cn)

Proposal cn-1 *In order to implement Policy CN-1, Council may refer to Figure 30 as a guide to establishing the circulation network in the Downtown Core.*

Proposal cn-2 *In order to implement Policy CN-2 Council may consider including Figure 30 in the Municipal Plan as Schedule 5.1 – Downtown Core Future Roads Map.*

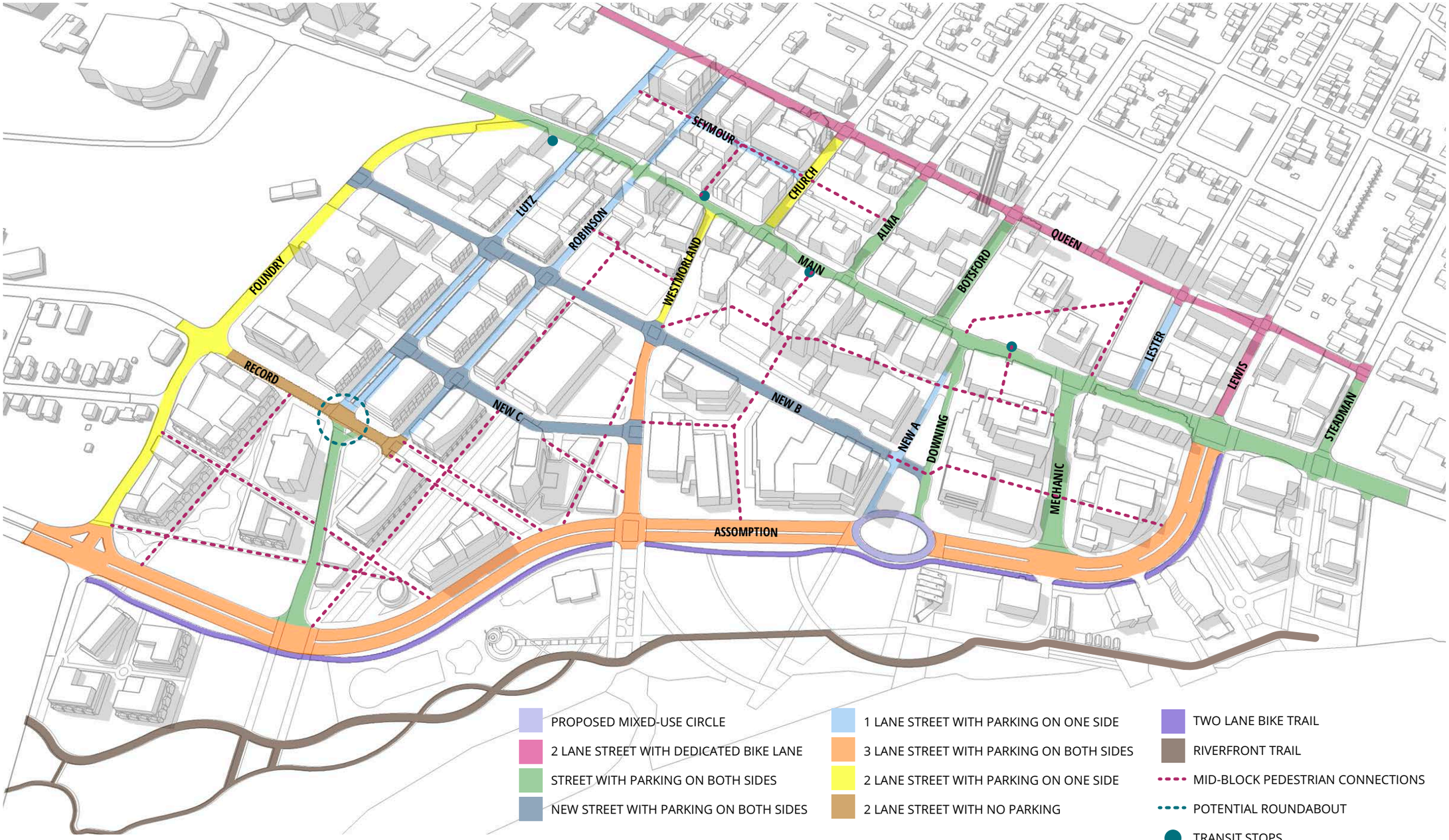


FIGURE 26 | CIRCULATION NETWORK

4.6 STREETSCAPE CLASSIFICATION

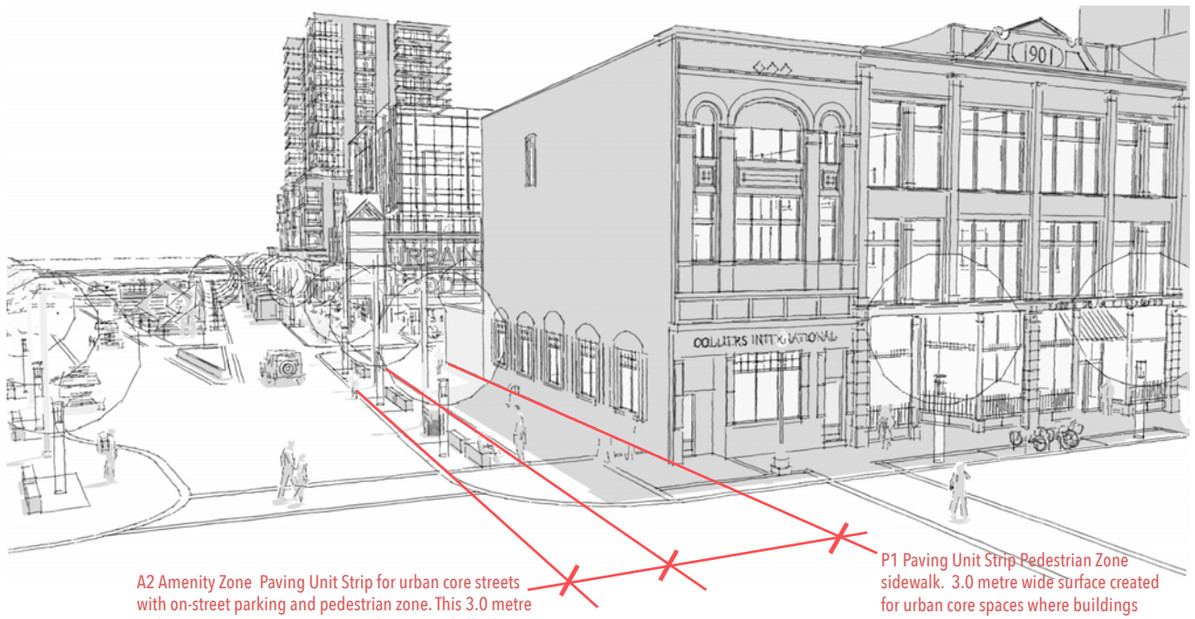
An updated urban street classification system describes the wall-to-wall corridors required to ensure quality public realm infrastructure. This infrastructure becomes the platform that existing and new buildings build to; therefore, the aesthetic and functional quality of the infrastructure supports cultural and economic land use success. The following modified streetscape palette is proposed for this purpose. Figures 27, 28, and 29 demonstrate the application and combination of these palette components in downtown renderings.

PEDESTRIAN CORRIDORS. Two corridors are proposed for the pedestrian dominant walking surfaces indicated on the street sections. The following describes these corridor types.

***P1** - 3.0 metre wide paving unit plaza sidewalk. Used in public realm settings where a vibrant pedestrian corridor is required to support ground-floor building uses.*

***P2** - 2.0 metre wide concrete sidewalk. Used in street corridors where pedestrian movement is more important than ground floor vibrancy.*

FIGURE 27 | STREETSCAPE - MAIN STREET



AMENITY CORRIDORS. These corridors support streetscape components that enhance public realm life. Trees, bike racks, public patio spaces, trash receptacles, seating, lighting, and parking metres occupy this corridor. Ground materials are paving unit or turf only. The following describes the amenity strip types.

***A1** - 1.4 metre wide street's edge contrasting paving unit strip, complete with tree planting, lighting, and required amenity components. Used with public realm or concrete sidewalk surfaces with street's parking and limited space that requires planting and other amenity components.*

***A2** - 2.8 metre wide street's edge contrasting paving unit strip complete with tree planting, patio space, lighting, and required amenity components. Used in public realm settings where parallel parking and a vibrant pedestrian corridor require additional amenity space and components.*

***A3** - 1.4 metre wide grass strip complete with planting and lighting. Used in street corridors with or without bike lanes to provide shade over sidewalk (and biking surfaces where required).*

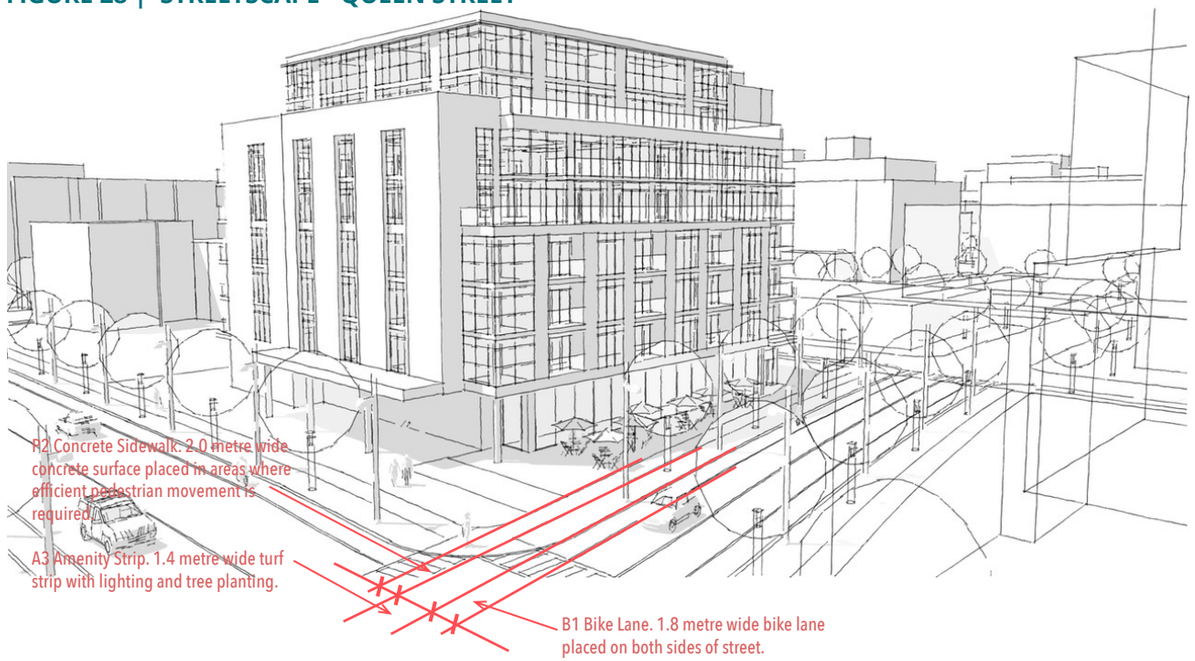
***A4** - 3.5 metre wide centre-of-street grass median complete with planting and lighting. This amenity strip is proposed for Assomption Boulevard only.*

***A5** - 1.4 metre wide +/- grass strip complete with tree planting and lighting. Used on the park side of the bike trail located beside Assomption Boulevard.*

It is important to note that street trees are primarily planted within the amenity corridor; however, planting may occur in pedestrian corridors where space is limited. Also, trees often struggle within the urban environment due to soil compaction, trunk impacts, or drought. This master plan proposes a tree planting specification that places trees within sufficiently sized tree pits, with sufficient depths. No tree should be planted where this specification cannot be achieved.

The specification calls for public seating protection wherever possible to limit soil compaction. Also, the specification calls for buried tree grate and structural soils. This specification will require review and modification during detailed design.

FIGURE 28 | STREETSCAPE - QUEEN STREET

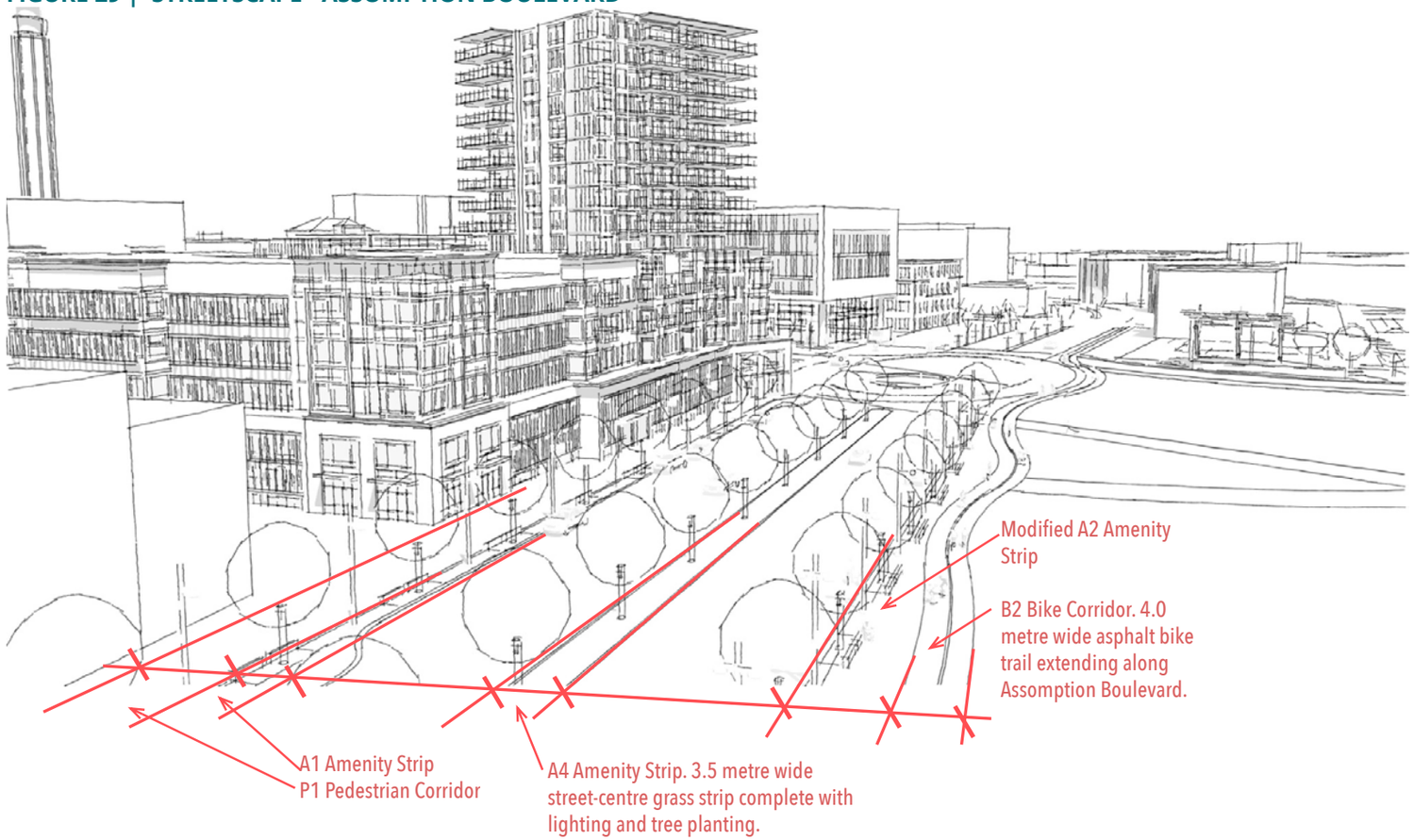


BIKE CORRIDORS. These corridors support bicycle mobility for transportation purposes. The following two bike lane types are proposed for the urban core.

B1 - *1.8 metre wide on-street bike lane placed on both sides of the street.*

B2 - *4.0 metre wide asphalt bike trail located on the south side of Assomption Boulevard.*

FIGURE 29 | STREETSCAPE - ASSOMPTION BOULEVARD



STREET CORRIDORS. Figure 30 illustrates the location of street classification types while the following list describes the classification. Figures 31-34 provide sectional detail for all streets within the study area.

Local Street - *these corridors are in-neighbourhood streets that connect to Collector Streets (Alma, Lester, Lutz, McMonagle, Mechanic, Robinson, Seymour, Steadman).*

Collector Street - *these corridors are designed to link the study area to adjacent neighbourhoods (Botsford, Church, Foundry, Lewis, Queen, New Street C, Record, Westmorland).*

Destination (Arterial) Street - *these corridors are designed to function as streets that support visitation within the study area. Thus, these streets support parking and enhanced amenity components (Assomption, Main, New Street B).*

Plaza Street - *these corridors are designed as mixed-use streets where the line between people and automobile is dissolved. These are streets where a vibrant pedestrian environment is desired on a 'wall-to-wall' basis (Downing, New Street A).*

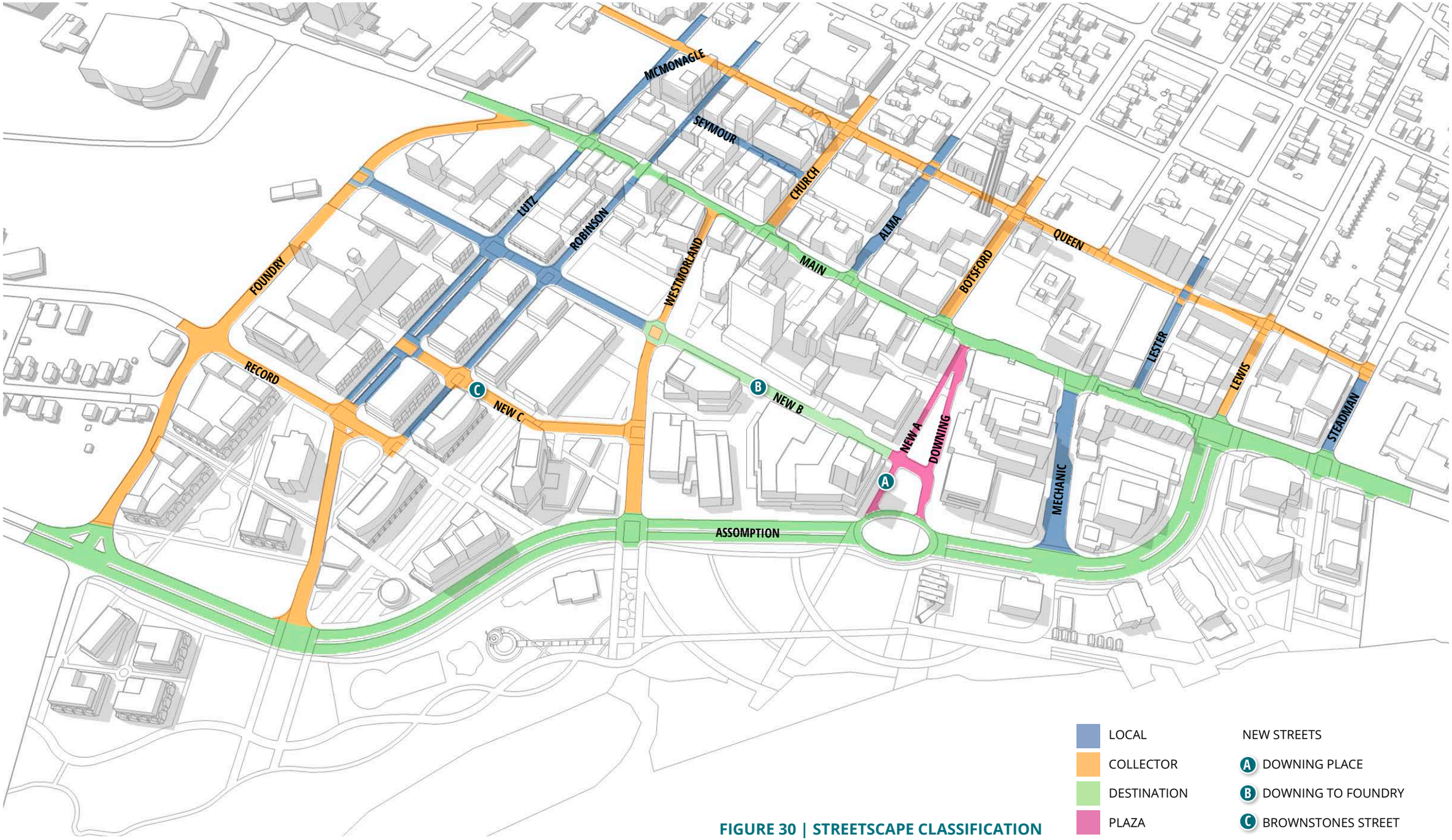
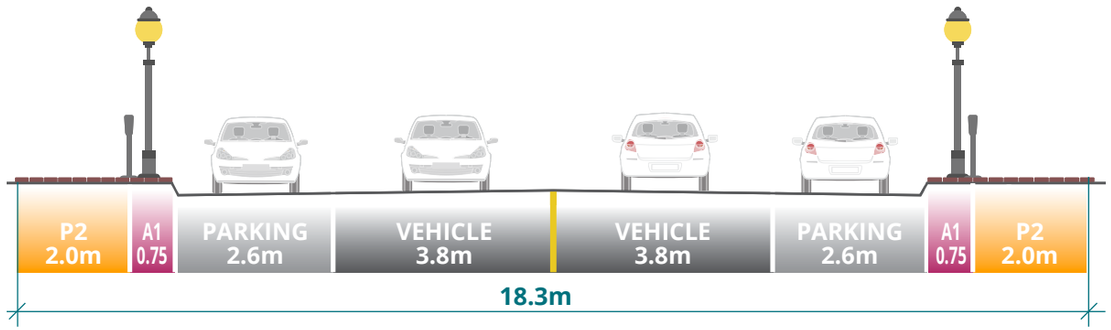


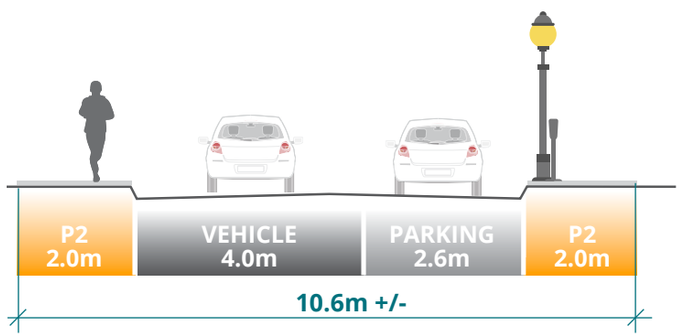
FIGURE 30 | STREETSCAPE CLASSIFICATION

FIGURE 31
LOCAL STREET SECTIONS

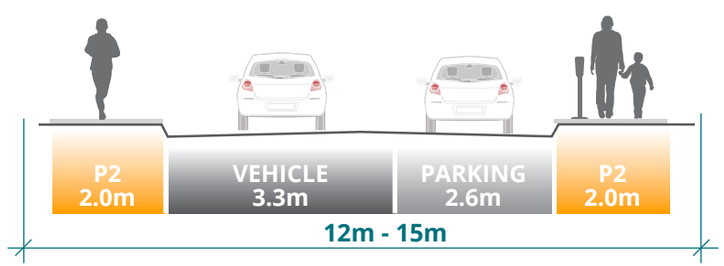
ALMA |18.3M (+/-) R.O.W.



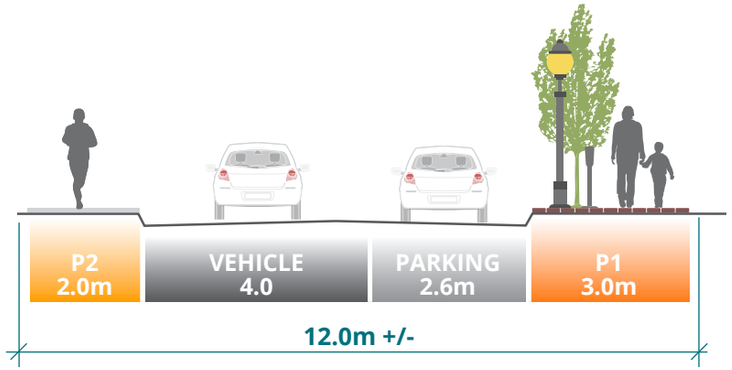
LESTER |10.2-11.8M (+/-) R.O.W.



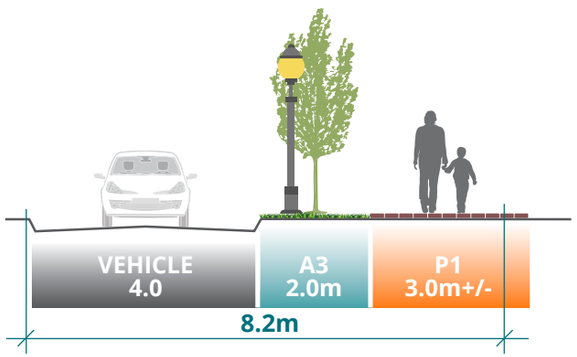
LUTZ, NORTH OF MAIN | 12.2-14.7M (+/-) R.O.W.



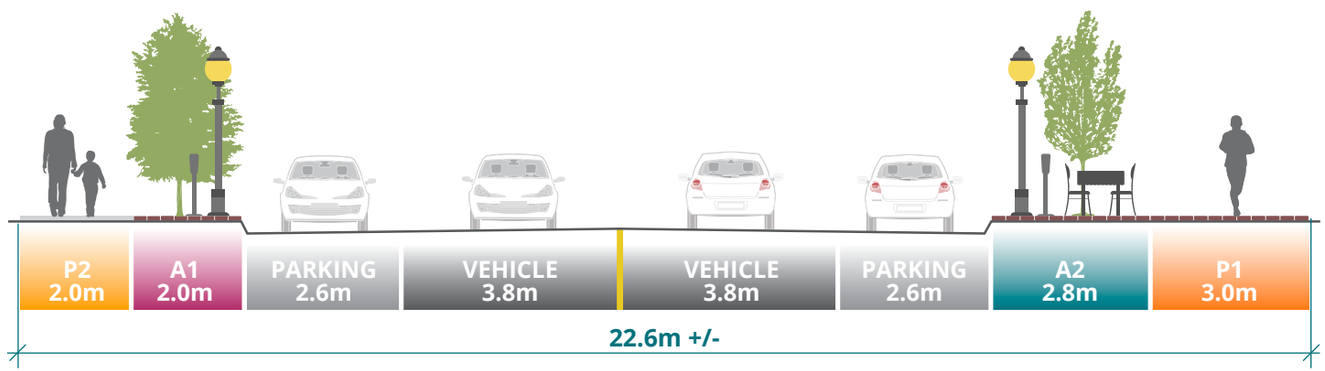
LUTZ, SOUTH OF MAIN | 12M (+/-) R.O.W.



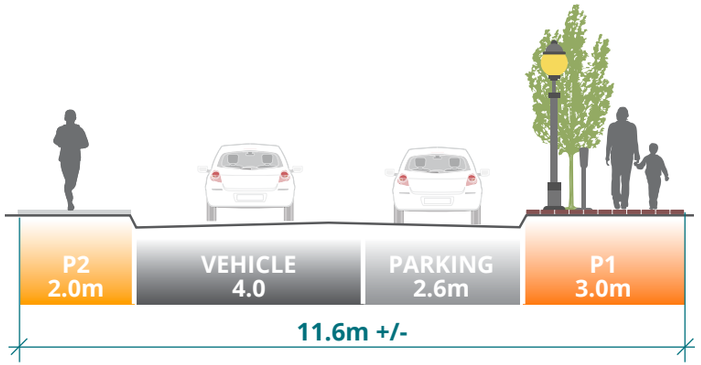
MCMONAGLE | 8.2 (+/-) R.O.W.



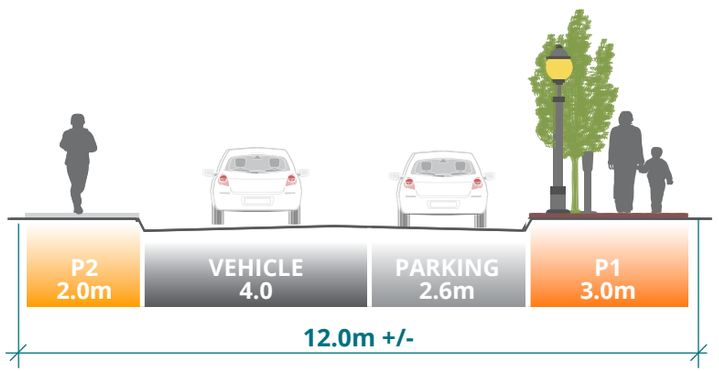
MECHANIC | 22.6M (+/-) R.O.W.



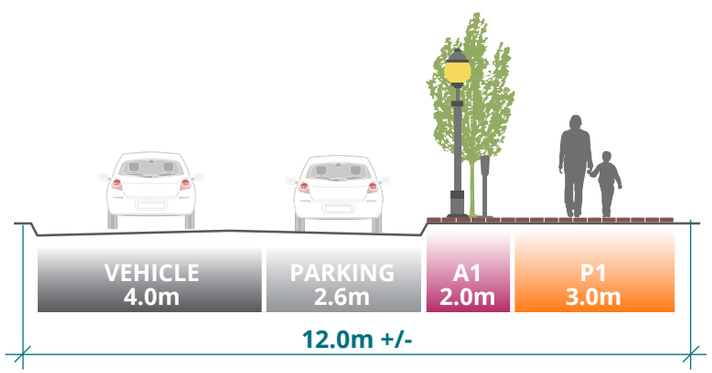
ROBINSON, NORTH OF MAIN |12M (+/-) R.O.W.



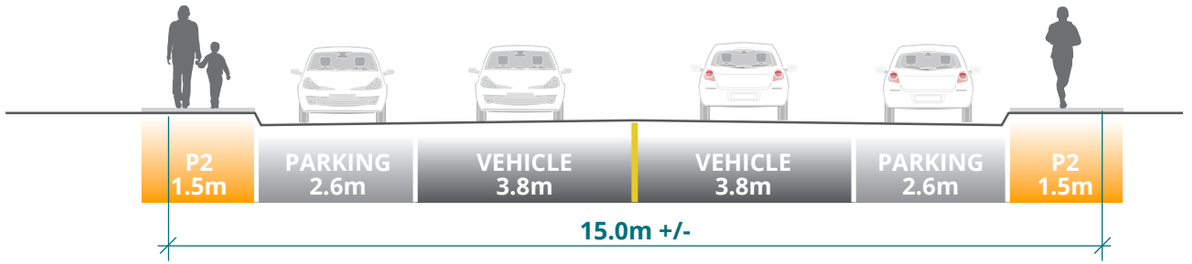
ROBINSON, SOUTH OF MAIN | 12M (+/-) R.O.W.



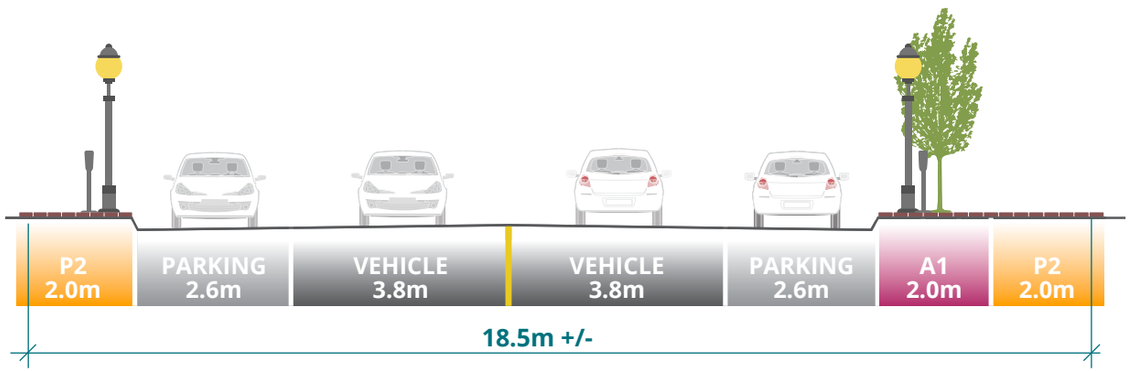
SEYMOUR | 12M (+/-) R.O.W.



STEADMAN, NORTH OF MAIN | 15M (+/-) R.O.W.



BOSTFORD | 18.5M (+/-) R.O.W.



CHURCH STREET | 16.6M (+/-) R.O.W.

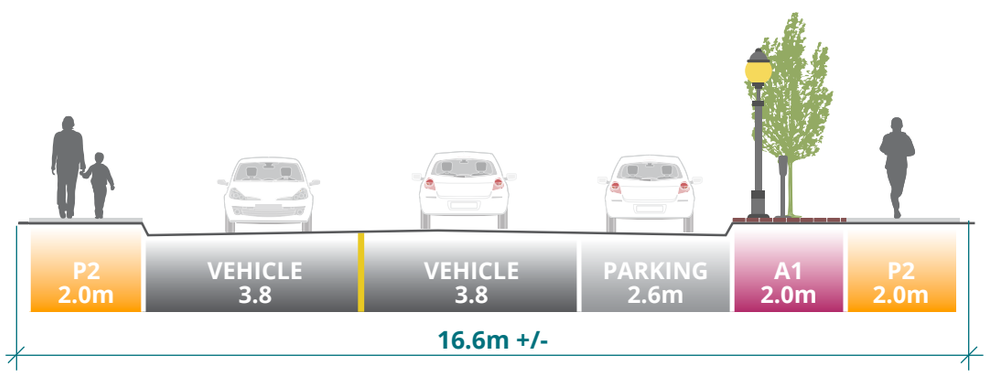
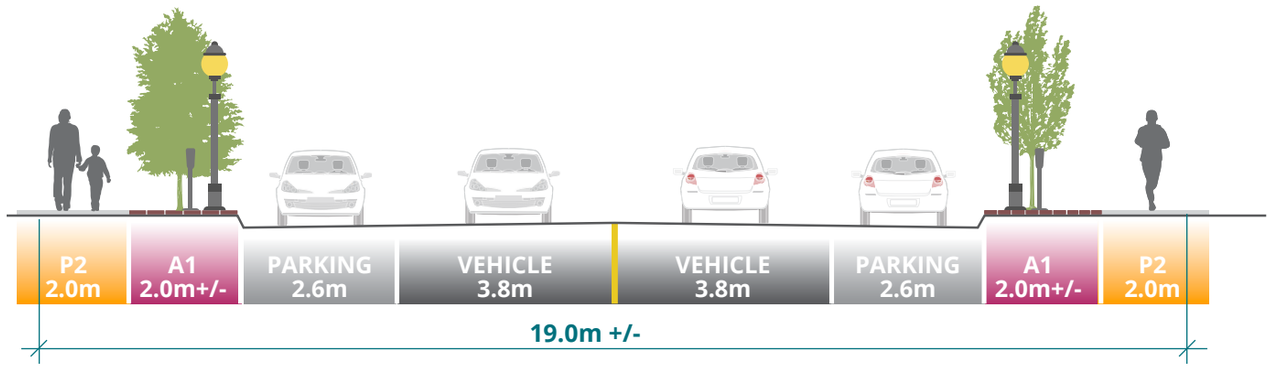
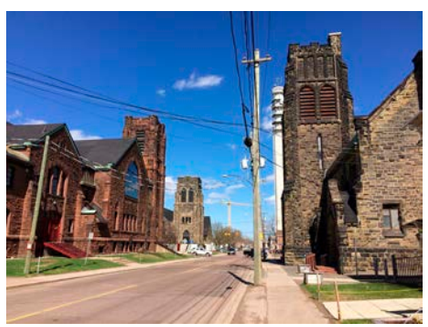


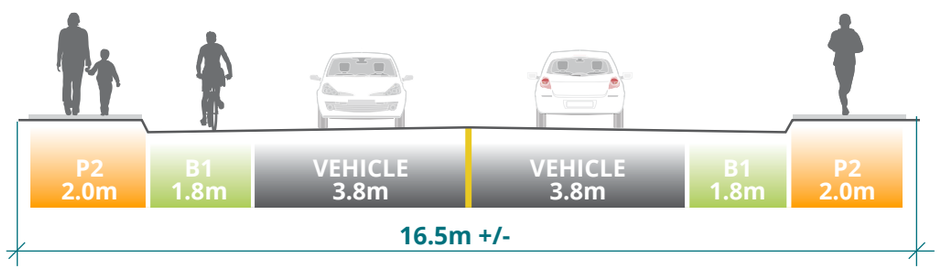
FIGURE 32
COLLECTOR STREET SECTIONS

FOUNDRY | 18.2-19.9M (+/-) R.O.W.

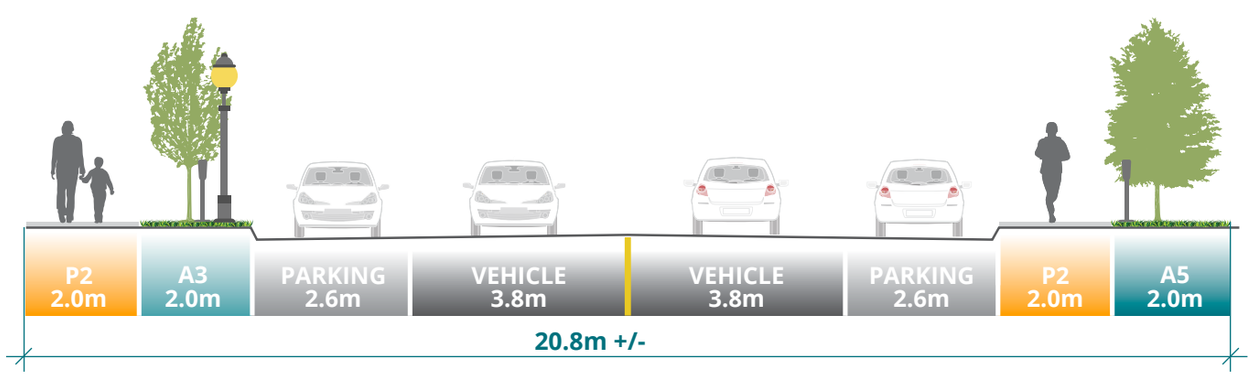




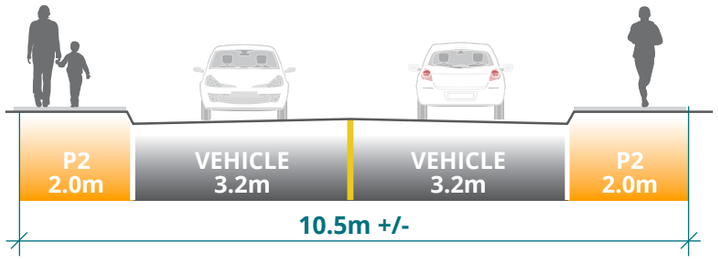
LEWIS AND QUEEN | 16.5M (+/-) R.O.W.



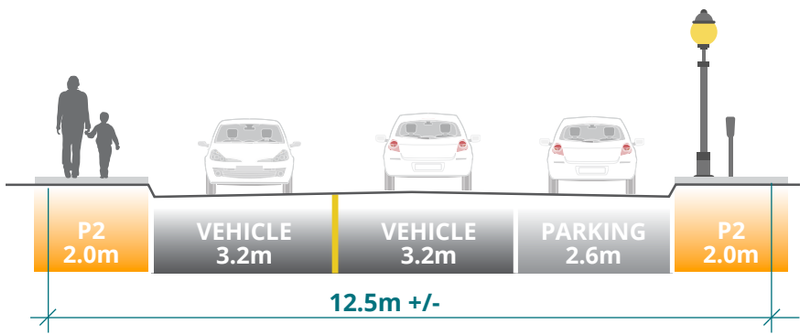
NEW STREET C



RECORD | 10.5M (+/-) R.O.W.



WESTMORLAND, NORTH OF STREET B| 12.5M (+/-) R.O.W.



WESTMORLAND, SOUTH OF STREET B | 16M (+/-) R.O.W.

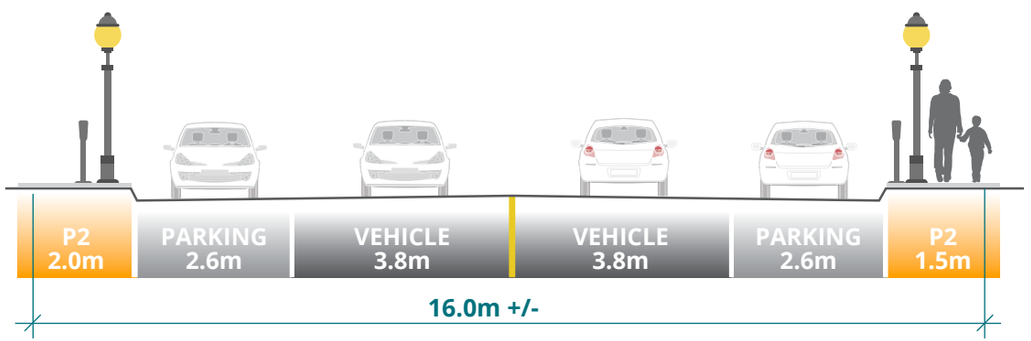


FIGURE 33
PLAZA STREET SECTIONS

NEW STREET A

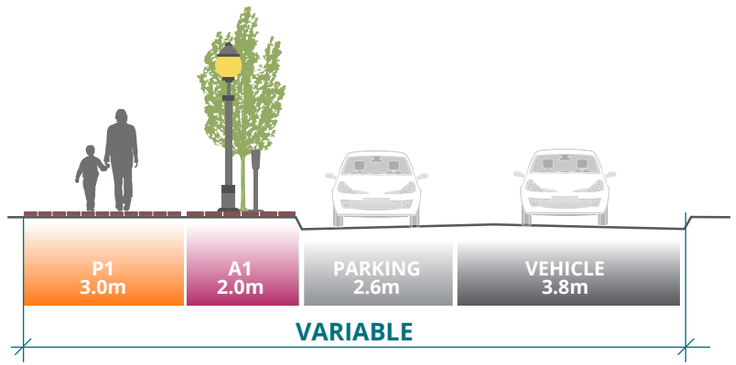
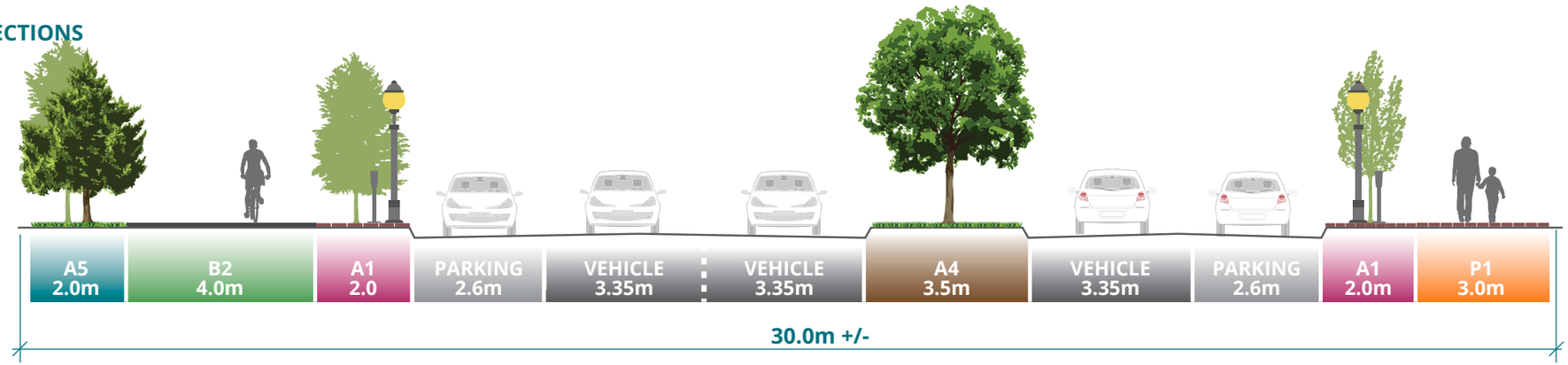
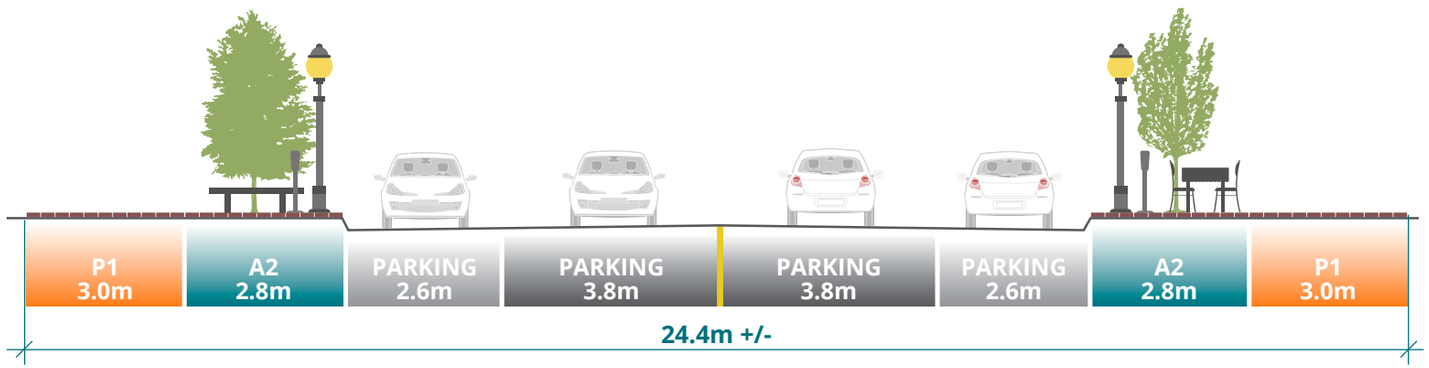


FIGURE 34 | DESTINATION STREET SECTIONS

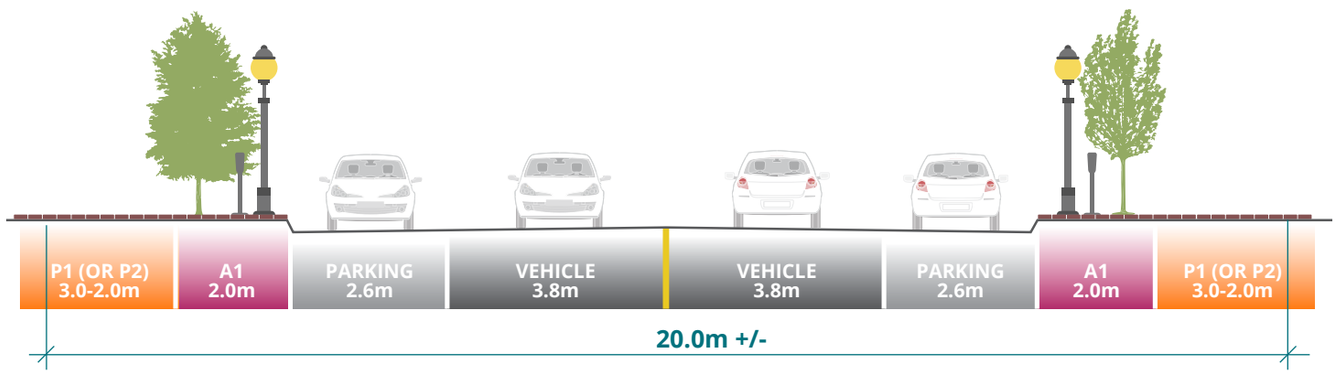
ASSOMPTION | 30 (+/-) R.O.W.

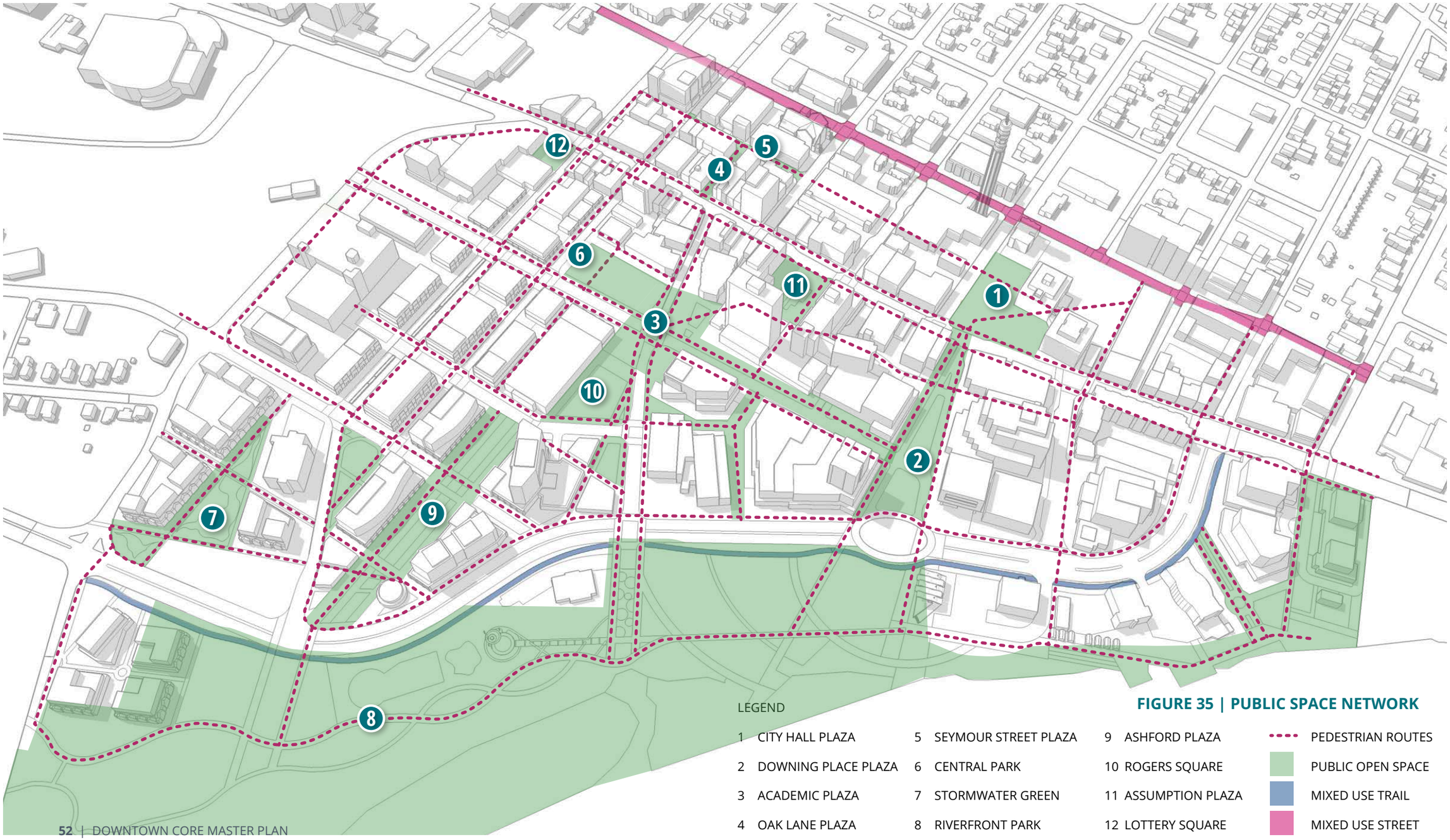


NEW STREET B



MAIN | 20M (+/-) R.O.W.





LEGEND

1 CITY HALL PLAZA	5 SEYMOUR STREET PLAZA	9 ASHFORD PLAZA	PEDESTRIAN ROUTES
2 DOWNING PLACE PLAZA	6 CENTRAL PARK	10 ROGERS SQUARE	PUBLIC OPEN SPACE
3 ACADEMIC PLAZA	7 STORMWATER GREEN	11 ASSUMPTION PLAZA	MIXED USE TRAIL
4 OAK LANE PLAZA	8 RIVERFRONT PARK	12 LOTTERY SQUARE	MIXED USE STREET

FIGURE 35 | PUBLIC SPACE NETWORK

4.7 PUBLIC SPACE NETWORK

4.7.1 PUBLIC SPACE NETWORK

Figure 35 illustrates the public space network, inclusive of pedestrian and multi-use trail/street linkages. The structure of the illustrated public parks and plazas, when linked with the indicated mobility corridors, is the foundation upon which all other plan components depend.

Public spaces have a powerful influence on character and activity within the urban core. The proposed districts are oriented towards these spaces which enhance district livability.

The open space connections, or pedestrian network, serve to link public spaces and improve the walkability of the downtown. The connections seek to link all of the public spaces, and should link to public spaces, parks, riverfront areas, etc. that exist outside of this project's study area.

In addition to this, public spaces are located in areas where edge development should achieve higher densities due to the desirability of living along public space. The critical mass supported by the space increases tax base and residential attractiveness. To improve vibrancy, developers should be encouraged to provide mixed-use and mixed-income living options along public spaces. Consequently, uncommon people can meet in common spaces for uncommon reasons - true vibrancy.

This is the theoretical public space network for the study area. For the purpose of this demonstration, some public open space has been located on private lands. Future development of these lands is at the discretion of landowners. As public spaces are important to downtown core areas, the City shall continuously pursue options to partner with landowners to build neighbourhood-strengthening public spaces.

4.7.2 PUBLIC SPACE PROGRAM

This plan locates several public space addresses within the study area. Each space meets public gathering amenity within the context of individual programs that support edge uses or activities. The following describes the key program elements for each space (refer to Figure 35 for public space location).

1. CITY HALL PLAZA

This is the physical and cultural heart of Moncton's democracy; therefore, the plaza must express the notion of gathering, discussion, and celebration. This plaza should evolve to become a grand and open plaza space that is adaptable for this purpose, at varying scales.

◀ Urban parks and plaza should respond to the needs of their neighbourhood with seating, shade, green space, shortcut paths and lighting that are all designed to create socially significant gathering space.

2. DOWNING PLACE PLAZA

The plaza dissolves the boundary between vehicles and pedestrians, while providing a public open space that is adaptable for expanding events located on the riverfront, or to provide public space that supports street-edge retail and civic uses. When not utilized in these formats, the corridor functions as a street complete with on-street parking.

3. ACADEMIC PLAZA

This location will host a future secondary education facility (adjacent to the Moncton Law Courts, Assumption Place, and the current Moncton Market site. The intersection of New Street B, an east-west corridor, with Westmorland Street is bordered by a new and diverse public plaza that provides passive social space for students and outdoor meeting space for professionals.

4. OAK LANE

This plaza evolves into an outdoor performance space associated with the Capitol Theatre. Interior theatre programming meets informal street performance to create a space highly unique within the study area. Food vending and seating supports visitation and performance viewing.

5. SEYMOUR STREET PLAZA

This space evolves a parking lot into a street, creating public space and edge development opportunities. Located at the rear of the Capitol Theatre, this street will connect Robinson Court and Church Street. The street's surface treatment as a plaza street will ensure that future Capitol Theatre development orients the building as a pavilion structure that fronts plazas or streets on all four sides.

6. CENTRAL PARK

This space is a 'green space' addition to the Academic Plaza. Created through the renovation of the existing Moncton Market lands to a green park space, this space is a turf destination for human and pet visitation that meets downtown resident green space needs within a short distance of their homes. It is important to note that this space may be located here, or at another location within approximately 200 metres of this one (in a westerly direction).

7. STORMWATER GREEN

The existing parking areas and adjacent lands located to the south of Main Street will develop and generate stormwater that, if possible, should be treated prior to flowing into the Petitcodiac River. The Stormwater Green provides a location to direct stormwater flows. When combined with an appropriate residential project, it creates a unique living address that communicates lifestyle and sustainability.

8. RIVERFRONT PARK

Being a regional park designation, this is one of Moncton's most important green spaces. This plan contemplates the continued use of open, adaptable, and riverfront green space. Any activities or development on public lands must have significance to all city, regional, or national residents.

9. ASHFORD PLAZA

This private plaza space supports destination retail, professional, and residential towers that overlook the plaza and riverfront lands. This is a 'Bishop's Landing' style development that provides unique downtown shopping, working, and living.

10. ROGERS SQUARE

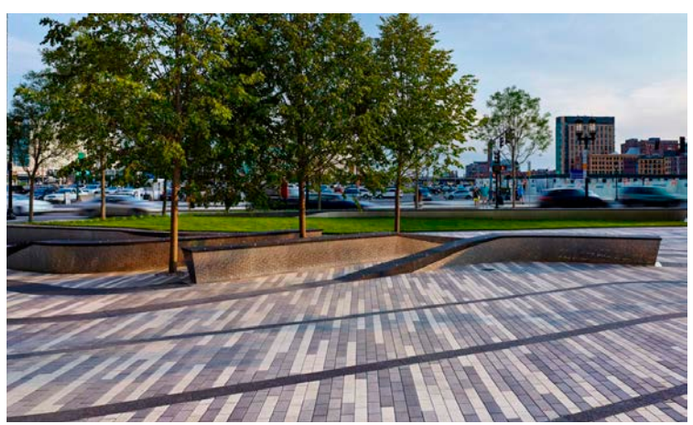
As the City of Moncton applies pressure on the demand for parking in the study area, large lots will convert to buildings and/or gathering space. Rogers Square provides public space-style frontage to the office building while expanding the Academic Plaza toward Riverfront Park and Ashford Plaza.

11. ASSUMPTION PLAZA

Although privately owned, this important public space should evolve into a diverse gathering and seating space that supports Assumption Place occupants, providing space for professional and personal conversation.

12. LOTTERY SQUARE

This public space transitions the existing parking lot to a public plaza inclusive of a transit stop, bike parking, and public meeting space. Downward pressure on parking demand is required to support this project.



Urban parks and plaza spaces should create development opportunity at park's edge for those who desire green space amenity within close proximity to home.

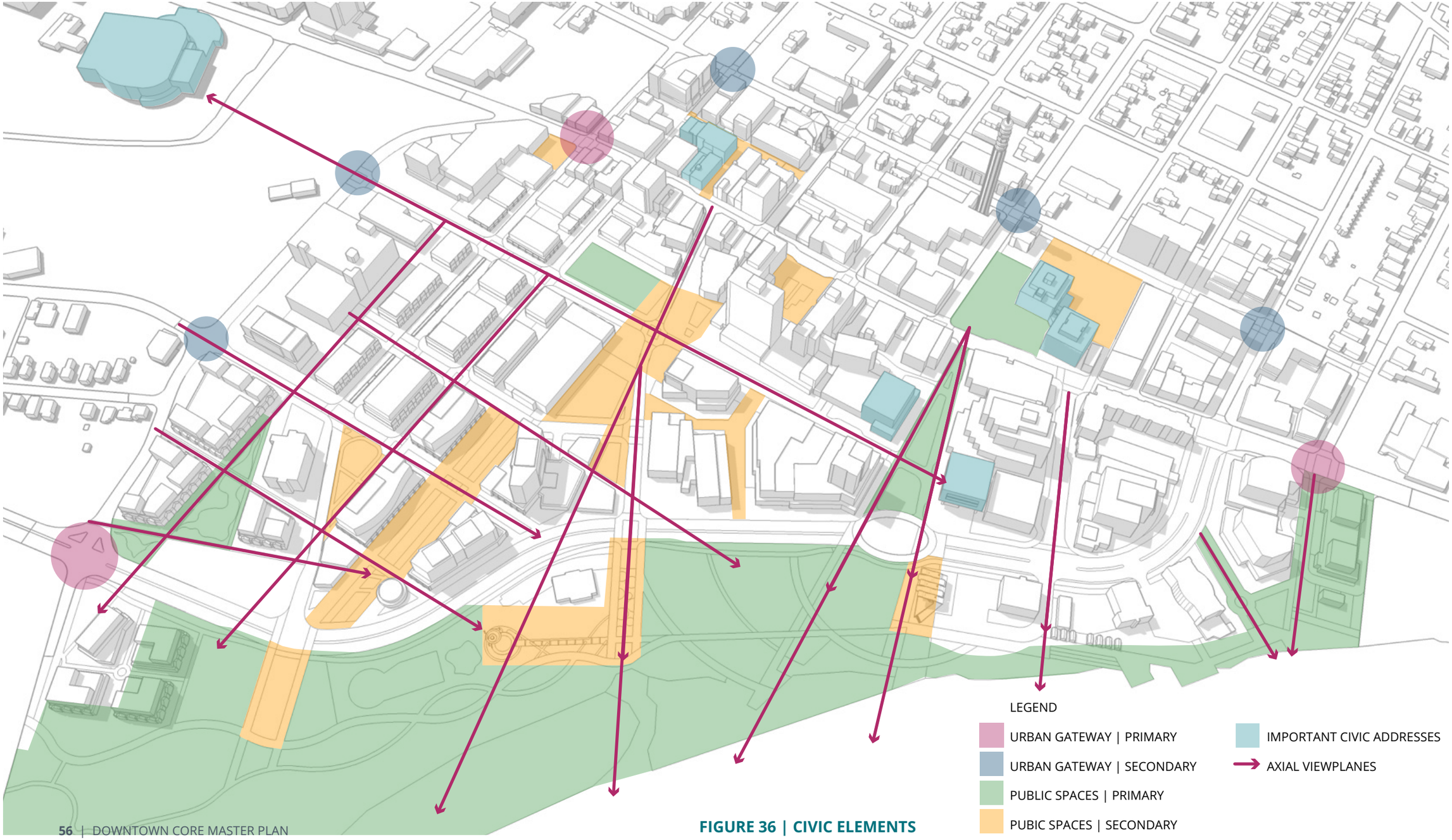


FIGURE 36 | CIVIC ELEMENTS

4.8 CIVIC ELEMENTS

All of the previous plan elements come together to form an organizational concept that the master plan addresses. Master plan build-out must respect these elements to ensure visual and functional connectivity, image, and character within the urban core. Figure 36 illustrates this concept while the following describes its components.

Urban Gateway - Primary: *These downtown gateway positions utilize public realm and built form strategies to present a strong image of transition into Moncton's Downtown. Buildings are landmark structures oriented toward streets reaching into the core area.*

Urban Gateway - Secondary: *These are in-downtown gateways that transition visitors between districts or frame view planes to landmark buildings or to important riverfront or other public spaces. The secondary gateway is framed by corner facing buildings, subtle gateway signage, or street walls that border the view (or some combination of these).*

Public Space - Primary: *These are the landmark landscape addresses that function as significant urban core gathering or park spaces. Development respects these spaces by supporting view planes while capitalizing on the space by developing high-density projects that attract interested business or resident populations.*

Public Space - Secondary: *These are the urban oasis addresses that provide in-district spaces for gathering, socializing, or relaxing. Development capitalizes on the space by developing high-density projects that attract interested business or resident populations that ensure 'eyes on the park'. In many cases, these spaces are themed relative to edge development (i.e. Oak Lane and the Capitol Theatre).*

Important Civic Addresses: *These are landmark civic addresses that express public investment within the urban core. The landmark sites require significant public space that support gathering and celebration at the address. View planes into, and from, these addresses ensure visual linkage while public realm corridors ensure functional linkage.*

Axial Linkages: *These visual and functional linkages are the structural components that extend to, and from, significant addresses or in-district spaces. It is important that these linkages are conserved to support wayfinding, while ensuring a character supporting landscape is part of urban core daily life.*

4.9 PUBLIC SPACE & CIVIC ELEMENT POLICIES AND PROPOSALS

PUBLIC SPACE & CIVIC ELEMENT POLICIES (PC)

Policy PC-1 *In recognizing that green/open spaces, public or private, are key to create conditions in which people want to move downtown, Council shall explore options to work with landowners to create various public spaces within their developments.*

Policy PC-2 *Council shall ensure that "view planes" are conserved to achieve visual linkages as well as help maintain corridor linkages.*

Policy PC-3 *Council shall continue to invest in the Riverfront, it being the City's most important public space, and leverage such investments as a catalyst for downtown revitalization.*

PUBLIC SPACE & CIVIC ELEMENT PROPOSALS (pc)

Proposal pc-1 *To implement Policy PC-1, it is proposed that Council refers to Figures 35 and 36 as a guide to creating the long term Downtown Core public space and civic elements plan.*

Proposal pc-2 *Further to proposal pc-1 above, Council may wish to work with the landowners to create the public space and civic element plan through:*

- *Partnership*
- *LFPP when subdivisions are involved*
- *Land swap*
- *Land purchase*
- *Public art placement*

Proposal pc-3 *Further to Policy PC-2, it is proposed that Council explores amending the Zoning By-law to include and protect important "view planes" in the Downtown.*

Proposal pc-4 *Further to Policy PC-3, Council will explore the merits of creating a permanent expanded event space on lands currently occupied by the former Assomption Fire Station and parking lot, that will be multi-functional and able to host events attracting 150 to 20,000 people.*

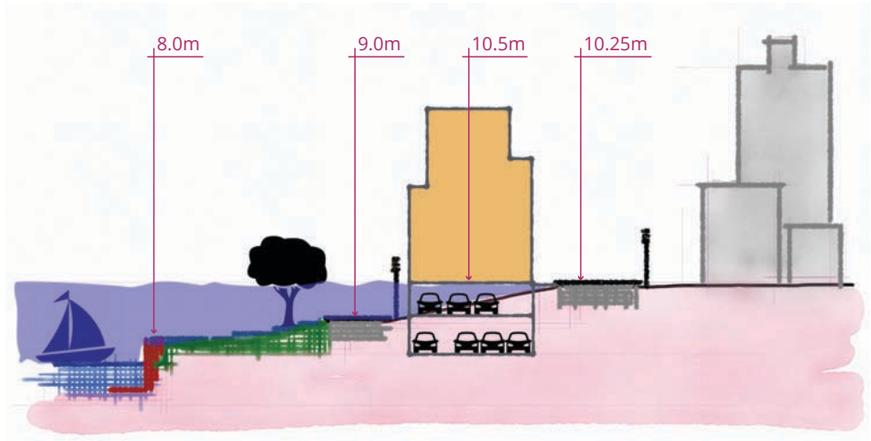
FIGURE 37 | RESILIENT SPACE PLAN

4.10 RESILIENT SPACE PLAN

Although climate change is a global issue, adaptation is a local issue. This master plan proposes compact development, multi-modal transportation, and green building strategies designed to mitigate climate change; however, adaptation strategies are required to address inevitable climate change impacts such as sea level rise, intensifying storm surges, intensifying precipitation events, and related in-land stormwater flooding.

The urban core abuts the Petitcodiac River, a natural asset of critical importance to Moncton's history, identity, culture, and physical form. As climate change impacts evolve, steps must be taken to enhance the resilience of developments on core lands, in particular those approaching the waterfront. To reduce the impact of intensifying storm events and associated in-land flooding, this plan proposes resilient landscape design, street and stormwater infrastructure upgrades, and the utilization of ecological services to improve urban permeability, absorption, collection, and drainage.

To mitigate risk associated with over-land flooding events, the City of Moncton's Zoning By-law establishes a benchmark for new construction of habitable space at a minimum of 10.5m elevation. This represents the 1:100 year flood event in the year 2100, considering sea level rise, storm surges and increased precipitation. The preservation of the 10.5m habitable elevation requirement is critical to the protection of downtown investment; however, it has implications for pedestrian permeability and activity within future built forms on lands south of Main Street. Much of the core's elevation south of Main Street is currently lower than 10.5m, requiring new buildings to be built-up higher than existing streets. Without an integrated strategy, the downtown core runs the risk of developing into a molehill landscape, where new buildings are inherently distanced from a direct relationship to the street.



To address this challenge, the master plan proposes an integrated strategy for street raising, land terracing, and minimum building elevation requirements that maximizes vibrant and connected interfacing along street edges, while creating flood resilient urban landscapes. Figure 37 illustrates this strategy, showing all land below a 10.25-10.5m elevation in gold, the core's Resilient Space. The higher edge bordering this Resilient Space is established by a new street, New Street B, connecting Downing Place to the Downtown Events Centre. It will be built up to an elevation between a range of 10.0 m and 10.5m, contingent on compatible existing building floor elevations and the slopes of intersecting streets. Above this edge, traditional street-to-building interfacing can be maintained; below this edge, flood resilient and accommodating measures must be implemented such as elevating habitable space, including flood mitigation technologies, and using flood resilient construction materials.

Development within the Resilient Space will require strategic design of habitable spaces, uninhabited spaces, and landscape to mitigate risk and minimize loss in the event of a flood, while still providing the foundation for functional, attractive places. This plan proposes a change to Moncton's

Zoning By-law, to permit the construction of parking structures below a 10.5m elevation within the core with the condition that parking structures should be designed to accommodate flooding, while supporting higher storey habitable uses above the 10.5m elevation requirement. This strategy has been used in Moncton for the Law Courts building along Assomption Boulevard. Understanding the risk associated with locating parking spaces below 10.5m, the Law Courts' design includes flood mitigations technologies to limit severe damage to the building. To reduce the potential impact on the environment, the City's preference remains that parking be located above the 10.5 elevation when feasible. It is important to note that when adapting to climate change, it is not always feasible to build-up hard edges separating urban landscape from water's edge, and associated coastal climate change impacts. Accordingly, this plan recommends urban landscapes that mitigate risk.

4.11 RESILIENT SPACE POLICIES AND PROPOSALS

RESILIENT SPACE POLICIES (RS)

Policy RS-1 *In order to allow development to occur in a feasible manner, Council shall allow for parking structures to locate below 10.5m subject to appropriate flood mitigation solutions.*

Policy RS-2 *To help create a resilient Downtown, Council shall ensure that the new proposed street (old rail spur) is built between 10.0m and 10.5m.*

Policy RS-3 *Council shall ensure that when streets, identified in Figure 37 as being below 10.5m, are upgraded that they are raised as much as practicable.*

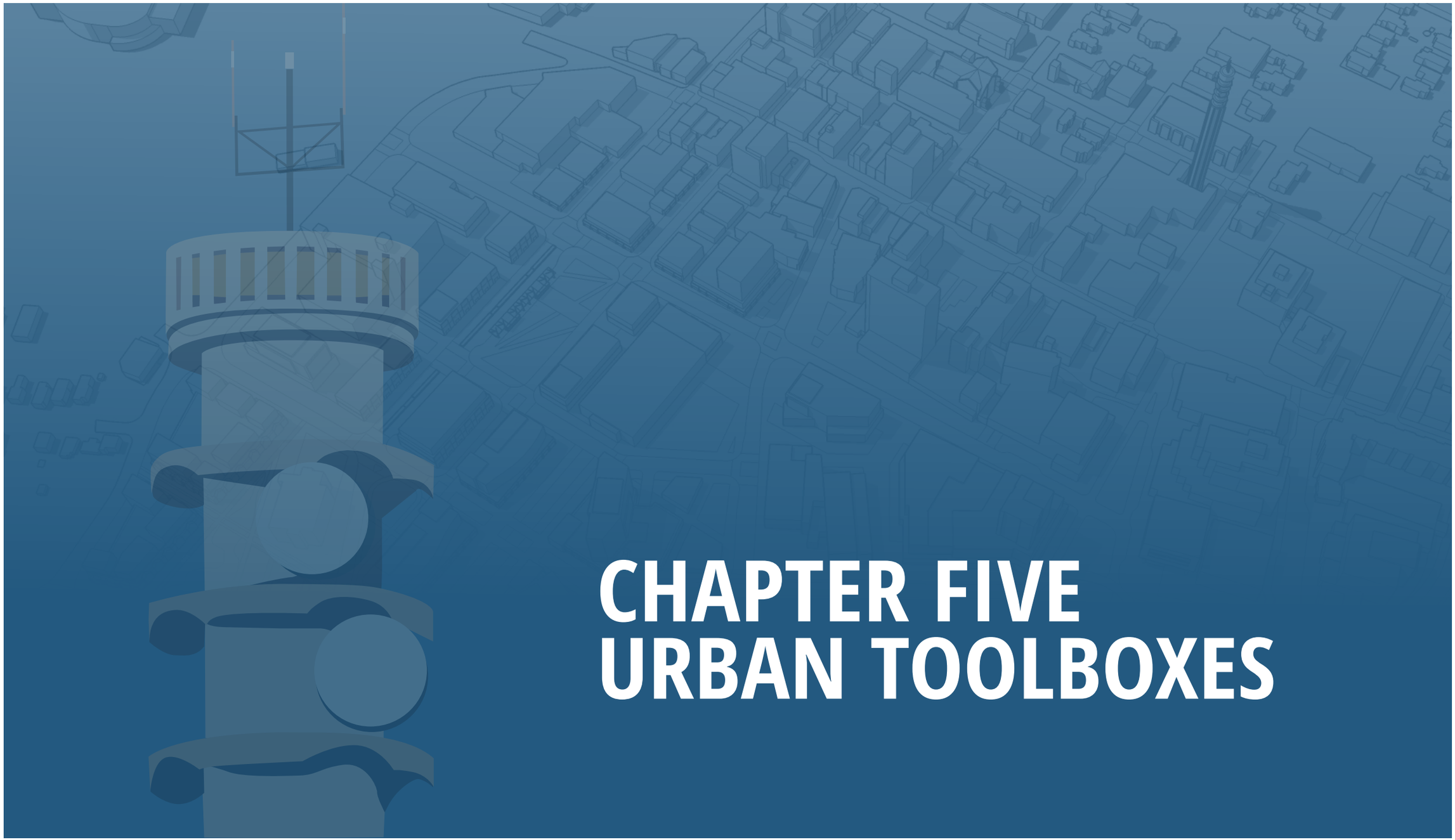
Policy RS-4 *Council shall consider integrated stormwater management with landscaping and through public space design.*

RESILIENT SPACE PROPOSALS (rs)

Proposal rs-1 *In order to implement Policy RS-1, Council shall explore amending the Zoning By-law to allow for parking facilities to locate below 10.5m subject to the following conditions:*

- *Developers sign a flood risk acknowledgment letter*
- *Parking structures located below 10.5m are flood-proofed or have flood mitigation solutions*
- *Proper façade design is maintained along the streetscape*

Proposal rs-2 *In order to implement Policy RS-4, Council may refer to the City of Moncton Naturalized Stormwater Guidelines in the creation of public or private stormwater management infrastructure in the plan area.*



CHAPTER FIVE
URBAN TOOLBOXES

CHAPTER 5
URBAN TOOLBOXES

5.1 DESIGN REVIEW AND URBAN DESIGN GUIDELINES

This Downtown Core Community Improvement Plan is developed from the planning and design principles articulated by Moncton residents during community consultation exercises. The principles have evolved from early ideas about great buildings, spaces, and activity into a network of interrelated public realm assets and built forms that support urban neighbourhoods. Resident vision is clear; this plan must provide the tools that clearly support this vision.

This chapter describes two tools to support this effort. First, a Design Review Committee is proposed to work with the development community to create spaces and buildings within the context of this plan's vision. Second, urban design guidelines are proposed to establish the public realm and built form platform.

5.1.1 MONCTON'S URBAN DESIGN REVIEW COMMITTEE

This plan ambitiously proposes the addition of over 2,068 residential units within the urban core over the next 20-25 years. Accomplishing this goal requires a serious commitment from the City of Moncton and developers alike. The urban core planning and design process must be clear, shared, and navigable to understand exactly where roadblocks are, and how to overcome these challenges.

Using this document's vision of urban core land use planning and design, the process can now move to developer response and supporting regulatory processes. This plan proposes the creation of a Design Review Committee (DRC). The exact functions of the DRC will need to be further explored relative to authority given in the updated Community Planning Act, enacted in January 2018. The DRC will be limited to an advisory role at this time.

Nonetheless, the DRC could assist Council in reviewing large scale projects, implementing the urban design guidelines of this plan, reviewing downtown financial grant applications, and any other matters related to urban design in the City of Moncton.

The committee is composed of planning and design professionals, brought together to work with developers to ensure compliance with the public vision for Moncton's downtown. Membership is composed of knowledgeable professionals commonly engaged in city building projects or initiatives (i.e., architects, landscape architects, engineers, and planners).

5.2 DESIGN REVIEW POLICIES AND PROPOSALS

DESIGN REVIEW POLICIES (DR)

DR-1 *It shall be the intention of Council to create a Design Review Committee (DRC) to advise on matters related to this plan as well as other matters that Council feels appropriate.*

DESIGN REVIEW PROPOSALS (dr)

dr-1 *In order to implement Policy DR-1, Council may consult the DRC on the following matters:*

- *Implementing the Urban Design Guideline of this Plan through amendment of the Zoning By-law;*
- *Large scale public infrastructure projects in the Downtown; and*
- *Private projects through the evaluation of Financial Incentive Program applications.*

5.3 PUBLIC REALM GUIDELINES

This plan proposes several public spaces that respond to open space and gathering need within their adjacencies. These 'spaces of democracy' should conform to the following guidelines to ensure relevance within their context.

5.3.1 PUBLIC REALM AMENITY

A. PEDESTRIAN ACCESS

Immediate and direct public access is required between building entrances and sidewalk surfaces. All access is to be at-grade and barrier free, with protective covering through recess or canopy treatment.

B. PEDESTRIAN SURFACES

Public walkways are required to meet the minimum spatial and material requirements described in the streetscape guidelines. All curbed ramps must meet intersections at-grade.

C. AMENITY SURFACES

Wherever wall-to-wall corridor space exists, amenity space must be provided as per the streetscape guidelines. These spaces are to include paving units, restaurant patios, planting, seating, lighting, bike racks, trash receptacles, signage, etc. The amenity surface ensures that walking surfaces are uncluttered for pedestrian movement and pooling.

D. PUBLIC GATHERING SPACES

Where indicated on the master plan, public plaza spaces will be human scale and pedestrian-dominant gathering spaces. These spaces are located at civic institutions, major intersections, or available open space within the urban core.

E. PRIVATE PLAZA SPACES

The downtown area includes parks, plazas, and streetscape spaces that host urban life. Remnant side yards are not to be adapted for plaza space; however, beyond the amenity surface, upper level patios, rooftops, balconies, and terraces may be adapted for this purpose.

F. PUBLIC ART

Public gathering spaces also serve as desirable locations for public art installations or monuments. The City of Moncton has a Percent for Public Art Policy, allocating 1% of the City's contribution to the total budgeted non-land costs of applicable capital projects (max. $200,000) to its public art fund. The Development Corporation, DMCI, and the City should invest these funds into existing and new public spaces as per the City of Moncton Public Art Master Plan.

G. VIEW CORRIDORS & FUNCTION LINKAGES

Buildings and planting lines are to be placed relative to the view and functional corridors indicated in this master plan. No exceptions are permissible in order to ensure urban connectivity and visual relationships are institutionalized in perpetuity.

5.3.2 SURFACE PARKING LOTS

At-grade parking surfaces meet two needs. First, surface parking provides space to those using the urban core. Second, the at-grade parking surface is considered land-in-holding for future projects. Although the at-grade parking surface is not desirable, need justifies their existence; therefore, their existence should contribute to the urban environment as much as possible. The following guidelines help ensure this.

A. BUILDING ASSOCIATED SURFACE LOT

Surface parking is discouraged within this plan's area. Where absolutely required, as demonstrated through design strategy, parking must be located at the rear of the building. Parking is not permitted on any surfaces or laneways located between buildings.

FIGURE 38 | SURFACE PARKING LOT

No parking shall occupy façade surfaces facing front-of building zones. Rear or side façades may be parking wall; however, appropriate design will ensure minimal visual impact.

B. NON-BUILDING ASSOCIATED SURFACE LOT

Independent surface parking lots are an inefficient land use; however, understanding that these surfaces are 'development-in-waiting', they are permissible where the following is respected:

» New surface parking lots are permissible in all neighbourhood districts except the Corporate District.

» New surface lot lifespans are not to exceed 10 years (from commissioning to decommissioning).

» New surface lots will be moderate in size and not exceed 50 parking spaces.

» New surface lots will meet the landscape requirements described in this document's guidelines.

C. SURFACE LOT LANDSCAPE GUIDELINES

Downtown Moncton is composed of public realm spaces bordered by civic and private built forms. Therefore, surface parking lots are public realm spaces that must contribute to the quality of urban life. The following landscape guidelines apply to surface lots within this plan's area.

» Surface lots are set back from all yards to ensure adequate visual buffering and sufficient space for trees and landscaping to thrive.

» Trees are to be planted at adequate intervals within flank and rear lot spaces, as per the tree planting requirements described in this document.

» No parking lot screening is required at lot frontage spaces; however, an amenity strip is required between sidewalk and parking surfaces. This strip is to occupy

100% of this space, and will include seating, street trees, paving units, and a single asphalt entrance laneway.

» Lot screening fences are required to be high enough to buffer vehicle light in side and rear lot lines where ground floor residential uses occupy immediately adjacent buildings. Fencing should be considerate of Crime Prevention through Environmental Design guidelines.

» No chain link fence is permitted.

5.3.3 STRUCTURED PARKING LOTS

A. REQUIREMENT

Mixed-use buildings must utilize structured parking lots where indicated in this document. Downtown retail and commercial parking needs are met when combined with street and destination parking spaces identified in this plan.

New residential buildings are not required to supply parking spaces. If parking spaces are desired, all parking supplied at new residential buildings must take the form of in-building, structured parking. New at-grade parking for new residential developments is discouraged within the urban core.

B. ACCESS

Structured parking is to be accessed by side street(s) or laneways. Structured parking doors must be at side or rear building surfaces except where design strategies ensure a contiguous building street wall and safe public realm in front of the building.

C. STRUCTURED PARKING FACE

No ground-level, public realm-facing parking structures are permitted. All public realm-facing ground floors will have active uses to ensure vibrant urban core life.

Exceptions to this guideline only occur in areas where street elevations are below 10.5 metres (above sea level). In these cases, building face design will incorporate articulation design strategies that visually break up the structure's mass and reflects the character of adjacent street wall architecture.

Above-grade parking faces are permitted; however, the previously described building face design strategies are required.

D. LOADING

Loading docks and doors will be located at side or rear building locations only. Front loading will occur through public realm entrances only.

5.3.4 FACILITIES & UTILITIES

A. TRASH & RECYCLING BINS

Trash and recycling receptacles should be stored within buildings. Where not possible, receptacles will be stored within garbage enclosures at rear-of building locations only.

B. UTILITIES

Servicing elements including metres and building environmental equipment are an urban landscape reality. Creating screening measures calls attention to the fact that they exist; therefore, utility elements must be located inside buildings or at locations that do not detract from the urban streetscape. Appropriate locations are rear yard or rooftop surfaces.

Underground power requires prominent power transformer infrastructure within close proximity of the service. Transformers are not to be located at street corners. Appropriate locations include any non-corner street's edge location; and, rather than screen the transformer, design strategies should seek to give them purpose within the public realm. Strategies include converting transformers into public art, signage for parking, and urban district branding.

5.3.5 BICYCLE INFRASTRUCTURE

A. BIKE PARKING ALLOCATION

The bicycle is the world's fastest growing form of urban transportation. Cities that embrace the bicycle through the creation of route and parking infrastructure are realizing urban landscapes that move cities from vehicle to human-centric environments. This plan embraces this fact.

New buildings within this plan area are required to provide on-site or indoor bicycle parking stalls that are in-line with building size and occupancy. A portion of this parking can be allocated to the public realm amenity strip where available. Thus, developers may provide bicycle parking at adjacent locations to meet this requirement. New residential buildings are required to provide indoor bicycle parking which should be calculated based on the number of units. This parking must be within the building.

Additional outdoor parking must be provided to accommodate visitors. This is to be located in the same manner as retail/commercial allocation.

Bicycle parking Cash-in-Lieu may be acceptable where adequate ratios are not met. The City may wish to partner with a local cycling advocacy group to manage downtown bicycle parking and other related infrastructure.

B. CHANGING ROOM FACILITIES

Inactive lifestyles are leading to chronic illness epidemics which put tremendous stress on the healthcare system. Understanding that the built environment can play a significant role in changing our sedentary lifestyles, this plan enhances opportunities to encourage downtown populations to become more active. New, larger buildings in the downtown core should include locker/changing room facilities with showers to encourage employees to exercise during lunch breaks or to use active transportation to commute.

5.3.6 SUSTAINABLE URBAN OBJECTIVES

Urban sustainability includes cultural, environmental, and economic objectives. Moncton's Main Street hosts a compact development pattern of building and public realm spaces. This pattern supports walkability, economic activity, and social interaction–an ideal foundation for sustainable urban form.

This plan promotes the expansion of this pattern to all identified neighbourhood districts. In addition to this, the following sustainable guidelines expand thinking to specific building and landscape systems.

A. SUSTAINABLE BUILDING PRACTICES

This plan promotes the creation of a Downtown Moncton Development Corporation to promote and support development and parking within the urban core (Section 6.1.5). This Development Corporation will be assigned the responsibility of promoting the use of green building technologies within existing or new downtown building and site projects. To this end, a mid-level LEED or equivalent certification should be encouraged on all projects; however, it is not definitively required.

B. RENEWABLE ENERGY SYSTEMS

Wind and solar systems are rapidly improving. The Development Corporation should explore individual and collective systems that employ alternative energy (e.g., parking structure and other large urban core roofs).

C. SURFACE GREENING

Wherever possible, large surfaces should be 'greened' to reduce heat collection and to increase water collection and surface absorption within the urban core. Greened areas should also include significant planting to increase shade and habitat for urban wildlife. This thinking should extend to roofs and other elevated surfaces.

D. URBAN FOOD

Greened areas should support the growth of food for sustenance and social purposes. This is essential to promote biodiversity throughout the urban core. Senior residents consulted during the creation of this plan stated that residential projects intended to attract mature citizens require private urban agricultural areas for personal use, and public areas for social and community building reasons (within a 10-minute walk of building entries).

5.4 PUBLIC REALM POLICIES AND PROPOSALS

PUBLIC REALM POLICIES (PR)

PR-1 *Council shall review the Zoning By-law to ensure that the parking standards reflect the guidelines of this Plan;*

PUBLIC REALM PROPOSALS (pr)

pr-1 *To implement Policy PR-1, Council may amend the Zoning By-law to update the following items:*

- Surface parking lot standards
- Structured parking lot standards
- Bicycle parking standards and Cash-in-Lieu options
- Locker/change room facilities including showers for large developments

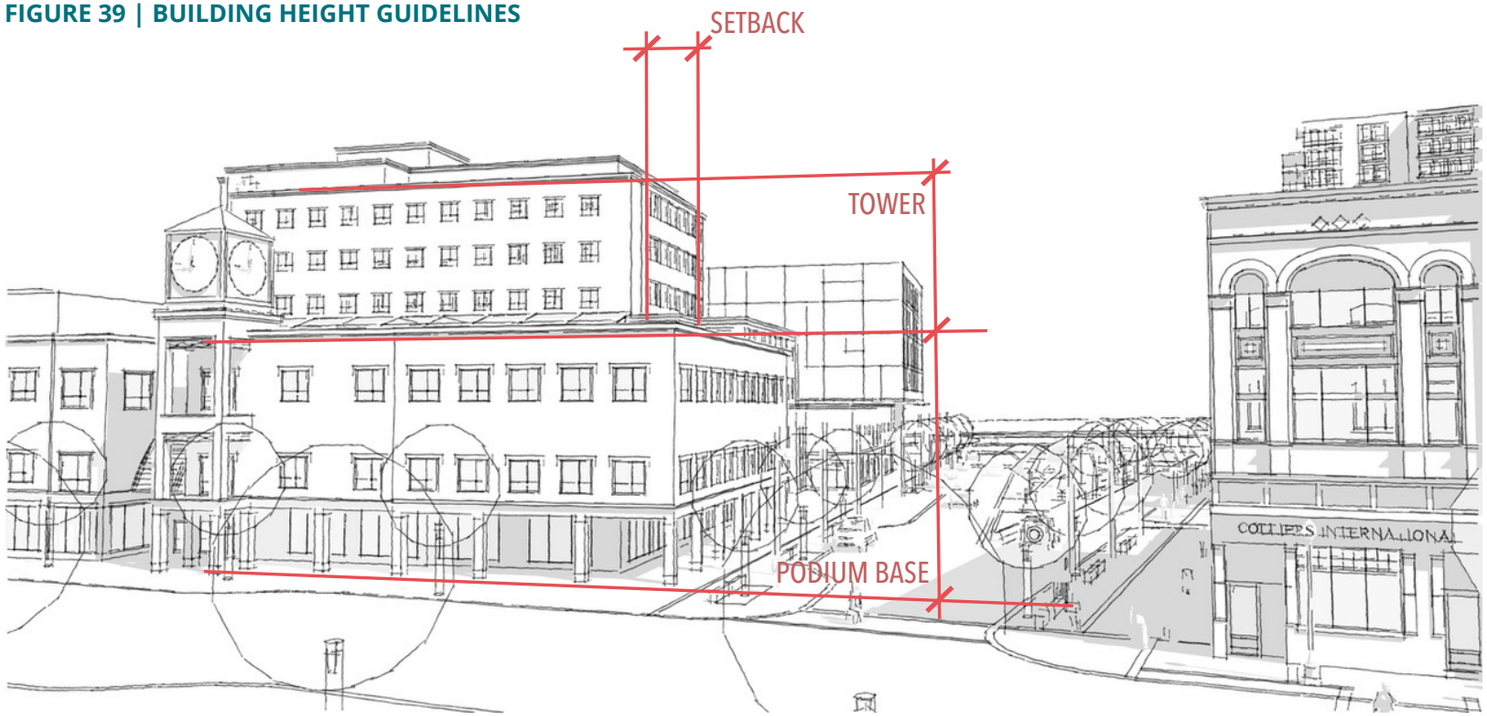
pr-2 *Further to proposal pr-1, Council may enter into an agreement as per section 131of the Community Planning Act to dictate the maximum timeline of a new non-building associated surface parking lot.*

5.5 BUILDING DESIGN GUIDELINES

Moncton's urban core has an assembly of building forms and public realm spaces that typify downtown. The size and shape of these buildings support an active and pedestrian-oriented environment. The style of buildings, and how they relate to the street, work in association with the pedestrian and street network to create an attractive, liveable, and active urban core. New buildings and public realm spaces must be human-scaled and oriented towards the street and other public spaces such as plazas and important intersections of urban parks. Existing and new buildings are the gateway to perpendicular street corridors.

The style and form of existing and new buildings must also communicate a transition between neighbourhood districts. A move from Main Street's retail and corporate-dominant buildings

FIGURE 39 | BUILDING HEIGHT GUIDELINES



to residential-dominant buildings and public spaces must be evident in gateway and corridor buildings within transition zones. Massing and building-street relationships support this transition. The following guidelines describe the design of buildings in use-dominant and transition zones.

5.5.1. BUILDING USE GUIDELINES

Downtown Moncton is a common place were uncommon residents gather or visit for common purpose; to participate in urban core life. Uncommon people evolve from varied economic and cultural backgrounds. All are important to a vibrant urban core; therefore, all must find meaningful place within the core. The following guidelines address mixed income and age and should be the goal of new residential builders.

A. MIXED-INCOME LIVING

New residential buildings must be of high-quality and provide affordable units within the Brownstones, Upper West Side and North Interface Districts. This does not mean reduced cost builds; it means modest quality and reduced-sized units.

Also, these units are to be evenly distributed throughout a building (by floor plan and elevation).

B. MIXED-AGED LIVING

Moncton presently suffers from a shortage of high-quality and lifestyle-based mature resident rental housing. Seniors interviewed during the creation of this master plan identified a need for units that have common social space, individual, or unit-based gardening space, in-building parking, and access to a park for socializing, communal gardening, and pet walking. This requirement is expected to come at a cost higher than rental unit averages within Moncton.

5.5.2. BUILDING HEIGHT GUIDELINES

A. MINIMUM HEIGHT

Applied to relative neighbourhood-specific guidelines, buildings will be a minimum height of two storeys at the street front to reinforce a strong cohesive streetscape, a consistent street wall, and a public realm supported by elevation and upper level activity.

B. STREET EDGE HEIGHT

Human scale pedestrian environments generally require two to five storey buildings along the street's edge, with taller elements stepped-back into the property. No maximum is applied to building heights.

C. THE ANGULAR PLANE HEIGHT LIMIT AT STREET'S EDGE

Designers are permitted to exceed street wall height maximums where public realm corridors permit. Calculations for this allowance are based on a 1:1 slope line extending from the opposite side of the public realm corridor. An example of this is Downing Street, where the widened street section allows a higher building height, while retaining a human scale wall or podium height at the street's edge.

D. TRANSITION OF HEIGHT

Street wall elevation changes will occur through terracing that avoids dramatic impacts to the public realm and pedestrian comfort. In these cases, transitions from taller to shorter buildings should not occur relative to angular plane requirement. Buildings must transition at rational intervals between the two heights.

For development sites immediately adjacent to this plan's boundary, the minimum building height shall fall within a 1:1 slope line, unless in transition from higher building heights within the study area.

5.5.3. STREET WALL GUIDELINES

A. ORIENTATION

Buildings shall be aligned parallel to the street edge, with main entrances facing and directly connected to public realm spaces such as sidewalks, plazas, or intersections (for gateway buildings). At gateway intersections without a facing corner entrance, landscape treatments (lighting, shade, seating, etc.) will create corner environments that ensure intersections are public spaces, not just crosswalk pooling areas. The preferred treatment is the corner entrance.

B. FRONTAGE

Building faces will fully frame the street's edge, supporting a continuous and enclosed public realm corridor. New buildings should occupy the entirety of available frontage and flankage. Gapping is only permitted where lanes, walkways, or public plaza space are required/ desired. No parking will exist in flankage spaces.

When positioned against the pubic realm, to ensure a consistent street wall relative to that public realm, buildings should occupy a minimum of 80% of lot frontage and 60% of flankage, to ensure a contiguous building environment.

In all cases, buildings are to be placed at, or close to, zero lot line position.

Exceptions are permissible only where townhouse-style residential uses require setback for occupant comfort or design clearly demonstrates a need for setback to permit increased street-edge activity at retail/ commercial spaces.

C. SETBACK AND SIDE YARD

The goal of developing urban core buildings is to maximize the building-public realm environment; therefore, minimal setbacks are desirable. Designers must clearly demonstrate that site plans minimize side yard to ensure street wall continuity throughout the downtown.

Buildings are located on setback lines to match the setbacks of adjacent existing buildings. Buildings may only vary from these setbacks where increased public activity space is required (e.g., for gathering or public art purposes). Design strategies must clearly demonstrate this need.

FIGURE 40 | VERTICAL ARTICULATION

D. PODIUM

Buildings taller than specified street wall height will have a well-defined podium section providing street frontage. Floors above the podium should be setback at least 3.0 metres from the front edge of the podium.

E. MATERIALS

Materials such as steel and glazing are acceptable for building entries or upper elevations (where design demonstrates appropriateness). Material colours will harmonize with their context.

5.5.4. BUILDING MASSING GUIDELINES

A. BUILDING COMPONENTS

Building podium and street wall faces will be optically divided into identifiable components that reflect a human scale and the traditional development pattern along street's edge. Each building should contain distinctive base, middle and top components. The construction of large wall faces is not permissible. Appropriate vertical and horizontal articulation create architectural pattern and rhythm. This applies to all buildings, irrelevant of size.

VERTICAL ARTICULATION

Base. Building base sections establish scale and character at street level. Through architectural detailing strategies, base sections will be distinguishable from upper floors. Uses at the base level relate directly to, and rely on, the street's public realm environment.

Middle. The middle building section will support residential or commercial uses. Access to these areas are only permissible from well-articulated street-level lobby spaces.

Top. The top building section supports the cornice and roof structure (and/or architectural roof line cap). This section may also include tower elements where they are set back and placed well above public realm space.

Public Realm Floor. Ground floor height will match existing building public realm floor heights. Where precedent does not exist, or is incompatible with use, ground floor heights will be between 3.5 and 5.5 metres. Design strategies will articulate the need for this variation.

HORIZONTAL ARTICULATION

New buildings shall be constructed in context with their environment and lot width. Wider buildings will be visually segmented in sections not exceeding 10 metres in width. Appropriate techniques to divide wide buildings into pedestrian-scaled widths include:

- Vertical architectural elements such as pilasters or columns placed at appropriate intervals.
- Modest height variation of roof lines and cornices.
- Modest changes to colour and texture.
- Slight setback variation.
- Placing multiple ground-floor storefronts.

GROUND FLOORS

Buildings must have an easily identifiable ground-floor use which consumes the full building frontage; even in mixed-use buildings, no gaps are permissible.

Ground Floor Delineation. Buildings must have a prominent cornice line or horizontal band that visually separates the ground level from upper floors.

Ground Floor Glazing: Retail/Commercial. A minimum of 75% of ground floor retail/commercial spaces' façades are to be glazed with transparent glass. Glazing such as reflective glass, large window signs, and other treatments which block two-way views from the street into the ground floor are not permissible. Uses that cannot accommodate this guideline are not appropriate ground-floor uses within these districts.

Ground Floor Glazing: Residential. Residential ground floors are to be designed as townhouses with individual unit access to the adjacent street. These units are not subject to a specific glazing requirement; however, design should result in an interactive townhouse-street relationship. Where townhouses provide front-of-building patio or porch spaces, front entries and patio/porch spaces must be no less than 1.0 metres above adjacent sidewalk elevation.

Retail Storefront Width. Storefront width will be between 6.0 to 10.0 metres. Wider storefronts are permissible where the façade is designed to horizontally articulate 6.0 and 10.0 metre sections.

Residential Façade Width. Residential townhouse widths will be between 4.0 and 10.0 metres. Wider residential frontages are permissible where the façade is designed to articulate townhouse sections through appropriate horizontal articulation. It is important to note that all ground floor residential uses, where residence consumes significant building widths, are to have a townhouse format to ensure street activity.

UPPER FLOORS

Upper Floor Access. Access to upper floor uses should be recessed and visually subordinate to ground floor use entrances.

Upper Floor Windows. Upper floor windows must be smaller than ground floor windows, with equal spacing and vertical orientation. These windows are to be multi-panel, not single pane. Wherever possible, detailing must be in keeping with adjacent signature or heritage building window detailing.

FAÇADE RELIEF

Three dimensional building elements should be applied to create texture along street faces. This includes cornices, mouldings, windows, entrances and other appropriate depth-varying elements.

TALL BUILDING MASS

Buildings that extend above six storeys should be narrow in width along public realm corridors to reduce the impact of mass on the corridor. This also reduces street shadow while varying skyline appearance.

ROOF LINES

Buildings should be capped with parapets, prominent cornices, dormers, and/or other elements that reflect the traditional character of the streetscape and are appropriate within the downtown context.

RETAIL/COMMERCIAL SIGNAGE

Retail and commercial signage can be placed within a sign banner (located between storefront windows and cornice) and will not cover any architectural detailing outside of the band. Projecting signs and awning signs are permissible where design clearly demonstrates locational appropriateness. If used, awnings are to be placed below the sign band.

B. CORNER BUILDINGS

Buildings placed at corners must maintain façade continuity, function as gateways, and transition one streetscape's façade to another. These are important roles within the urban core.

MASSING AT CORNERS

Buildings are to be positioned close to intersections to both anchor and frame the intersection. Street frontage and massing guidelines extend to corners from adjacent streetscapes.

CORNER ELEMENTS

Designers are encouraged to use vertical architectural elements to support the notion of gateway, and to create signature addresses at these gateways. This can include towers, beveled corners, canopies, etc.

5.5.5. ENVIRONMENT AND DOWNTOWN

A. SOLAR ACCESS

Buildings are to maximize opportunities for views and passive solar gain; however, this is secondary to streetscape design.

B. SHADOW

Buildings should be shaped to minimize impacts on streets and parks. No building's shadow should impact any space for a period longer than five hours (at any time of year).

C. WIND IMPACTS

If desired by the City of Moncton, designers of buildings exceeding the maximum streetwall height will be required to demonstrate that all possible efforts to avoid wind-based impacts on the public realm are reasonably addressed.

5.5.6 ARCHITECTURAL HERITAGE

Although the City of Moncton Heritage Conservation By-law addresses built architectural heritage, the following sections are important to note in these urban design guidelines.

A. TRADITIONAL IDENTITY

Moncton's downtown hosts several historic buildings that collectively express a sense of tradition and identity. Historic buildings should always be conserved and re-use should remain respectful of their architectural character and form. Although building use may evolve, character must not.

These design guidelines understand that locking architectural identity to a single character may limit economic opportunity; however, the traditional building forms, and their relationship to the street, must be conserved. Material colours and textures may evolve within the context of form. This is a critical statement, the most important aspect of the guidelines.

B. RENOVATIONS OF HISTORIC BUILDINGS

Existing architectural elements such as brick and stone façade materials, windows, doors, bulkheads, cornices, parapets, mouldings, decorative masonry, and various other façade accessories must be conserved wherever possible. New buildings will borrow from these thematic elements to extend character throughout the urban core. In order to improve accessibility, the removal of steps may be appropriate.

C. ADDITIONS TO HISTORIC BUILDINGS

Expanding heritage or character-significant buildings with adjacent or elevated construction must occur in a manner that ensures the addition is subordinate to the existing structure. Expansion along street walls can occur under the guidelines described in this document. Design must be consistent with the standards and guidelines for the Conservation of Historic Places in Canada (Heritage Conservation By-law requirement). The Heritage Conservation Board will review applications.

D. PREVIOUS DESIGNATION

Study area buildings previously designated as heritage structures are subject to the Heritage Preservation By-law which supersede the guidelines described in this plan.

5.6 NEIGHBOURHOOD DISTRICT SPECIFIC GUIDELINES

This section describes guidelines related directly to the five neighbourhood districts identified in this plan: the Corporate District, the Upper West Side District, the North Interface District, the Brownstones District, and the Riverfront Park District. These guidelines take precedent over general building and public realm guidelines within each district.

5.6.1 THE CORPORATE DISTRICT

This district is defined as Area 1 in Figure 22. Westmorland to Lewis Streets (east-west) and Main Street to Assomption Boulevard (north-south). This is the civic heart of Moncton, where traditional building forms, architectural styles, and building-street relationships combine to articulate visual identity. Ground-floor boutique retail offerings pair with upper floor residential and professional services. These identities articulate regional epicentre.

Many historical buildings contribute to the feel of this central business district. All typically feature narrow storefronts with large windows, integrated signage, durable building materials such a brick, as well as entrances recessed from the street. Buildings are set at a zero lot line position to provide a consistent streetwall and comfortable sense of street enclosure.

Land uses within this neighbourhood district permit ground floor retail and commercial uses. Residential uses are only permitted in upper floor areas to maximize ground floor-street activity. Design guidelines specific to the Corporate District are as follows:

A. HEIGHT

Buildings are to be between 3 and 5 storeys in height along the street edge. Additional height is permissible where upper floors are setback from building face as per the design guidelines.

B. FRONTAGE

Buildings are to be placed at, or close to, zero lot line position. Exceptions are permissible only where design clearly demonstrates a need for setback. For example, a building that generates significant front or primary door traffic may require or desire a plaza space to accommodate the additional activity.

C. MATERIALS

The podium/base and middle portion of new buildings (not exceeding 5 storeys) are to be primarily finished in traditional materials such as stone or brick. Concrete and wood are permissible accent materials. Materials such as steel and glazing are acceptable for building entries, elevations beyond the podium or base, or for contrast where design demonstrates appropriateness. Material colours will harmonize with their context.

D. PARKING

No surface parking is permitted within this zone for new buildings. All parking must be at-grade, elevated, or below surface within the building parking supports. Front facing parking façades are permissible for district areas located south of New Street B; however, appropriate design will ensure minimal visual impact.

5.6.2 THE UPPER WEST SIDE DISTRICT

This district is defined as Area 2 in Figure 20. It will function as the western gateway to Moncton's urban core, as well as a transition zone between the core and Downtown Events Centre.

Land uses within this area permit ground floor retail, commercial, and residential. Ground floor uses may be single or mixed. Design guidelines specific to the Upper West Side District are as follows:

A. HEIGHT

Buildings are to be between 2 and 3 storeys in height along the street edge. Additional height is permissible where upper floors are set back from the building face as per the design guidelines.

B. MATERIALS

The podium/base and middle portion of new buildings are to be primarily finished in traditional materials such as stone or brick. Concrete and wood are permissible where architectural design suggests appropriate styling and appropriateness within the downtown.

Materials such as steel and glazing are acceptable for building entries or upper elevations (where design demonstrates appropriateness). Material colours are to harmonize with their context.

5.6.3 THE NORTH INTERFACE DISTRICT

This neighbourhood district is defined as Area 3 in Figure 21. This district transitions the urban core into the residential-dominant landscape located north of the core. Land uses within this area are residential-dominant buildings with ground-floor retail/commercial uses where desired (but this is not mandatory). Ground floor uses may be single or mixed. Design guidelines specific to the North Interface District are as follows:

A. HEIGHT

Buildings are to be between 3 to 5 storeys in height along the street edge. Additional height is permissible where upper floors are set back from building face as per the design guidelines.

B. RETAIL STOREFRONT WIDTH

Where included in new buildings, storefronts are not restricted to any width requirements; however, the entire width of any ground floor retail/commercial façade must articulate use.

C. RESIDENTIAL FAÇADE WIDTH

Residential entries will be between 4.0 and 10.0 metres. Ground floor residential façades will articulate residential use in horizontal sections relative to unit width (or a designed façade articulation of continuous podium wall surface).

D. MATERIALS

The podium/base and middle portion of new buildings are to be primarily finished in materials such as wood, concrete, and stone. Materials such as steel and glazing are acceptable for building entries or upper elevations (where design demonstrates appropriateness). Material colours will harmonize with their context.

E. GROUND FLOOR GLAZING - RESIDENTIAL

Residential ground floor units are not subject to a specific glazing requirement; however, the design should result in a comfortable street-building relationship.

Where townhouses are placed as ground floor uses, front-of-building patio or porch spaces, front entries and patio/porch spaces are required and must be no less than 1.0 metre above adjacent sidewalk elevation.

5.6.4 THE BROWNSTONES DISTRICT

This district is defined as Area 4 in Figure 23 and is a mixed-use zone articulating a strong human-street relationship. Uses are townhouse and apartment residential, ground floor retail and commercial, as well as mixed-use podium. Design guidelines for the Brownstones District are as follows:

A. HEIGHT

Buildings are to be between 2 to 4 storeys in height along the street edge. Additional height is permissible where upper floors are set back from building face as per the design guidelines.

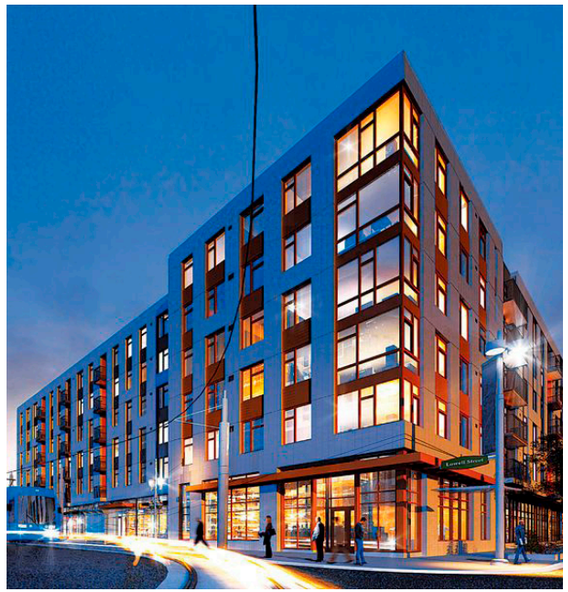
B. MATERIALS

The podium/base and middle portion of new buildings are to be primarily finished in traditional materials such as stone. Concrete and wood are permissible where architectural design suggests appropriate styling and appropriateness within the downtown.

Materials such as steel and glazing are acceptable for building entries or upper elevations (where design demonstrates appropriateness). Material colours will harmonize with their context.

5.6.5 THE RIVERFRONT DISTRICT

This neighbourhood district is defined as Area 5 in Figure 24 and includes all lands bordering the Petitcodiac River (south of Assomption Boulevard). Uses within this zone include residential-dominant mixed-use buildings fronting on Assomption Boulevard and retail single-use buildings fronting the riverfront. New buildings are infill projects only. Other than a performance pavilion, no new buildings will occupy open park space where indicated on the master plan. Design guidelines for the Riverfront District are as follows:



A. HEIGHT

For building permissible areas, new buildings are to be between 3 to 5 storeys in height along the Assomption Boulevard edge and 1 to 2 storeys in height along the riverfront edge. Additional height is permissible along the Assomption Boulevard edge where upper floors are setback from building face as per the design guidelines. Riverfront edge buildings are to be small-scale retail or activity uses, and are not to exceed 1 to 2 storeys in height.

B. FRONTAGE

For building permissible areas, new Assomption Boulevard fronting buildings are to be placed at, or close to, zero lot line position. Exceptions are permissible where residential or retail uses require setback for occupant comfort or design clearly demonstrates a need for setback to permit increased street-edge activity. Buildings along the riverfront will have a public façade that addresses trail frontage.

C. GROUND FLOOR

For building permissible areas, single or mixed ground floor uses are permissible for buildings along the edge of Assomption Boulevard. Retail and/or residential uses are permissible, or any other combination of zoning-permitted uses.

Buildings in this district must have easily identifiable ground-floor use(s) which consumes all four sides of the building. Thus, all buildings are to be pavilion-style. No gaps between uses or surface material types are permissible.

D. MATERIALS

New buildings are to be designed as contemporary structures. Architects are permitted to explore material use that expresses this contemporary and pavilion district. The Urban Design Review Committee will work closely with architects to ensure urban core continuity.

E. PUBLIC GATHERING SPACES

Where indicated on the master plan, public plaza and park spaces are human scale within building permitted zones, and scaled for large gatherings on the grand lawn space.

F. PUBLIC ART

All public art within this neighbourhood district must relate to all city residents. No memorials or art placement is permitted outside of this context.

5.7 URBAN DESIGN GUIDELINE POLICIES AND PROPOSALS

URBAN DESIGN POLICIES (UD)

UD-1 *In order to ensure that new developments respect the context of this plan, Council shall ensure that all new buildings and renovations of existing buildings follow the building design guidelines and district specific guidelines.*

UD-2 *Council recognizes that the specific quantifiable criteria within the guidelines are not meant to be used as regulation within this plan but as a means to inform the review of the Zoning By-law.*

URBAN DESIGN PROPOSALS (ud)

ud-1 *In order to achieve Policy UD-1, Council shall explore implementing the design guidelines through amendments of the Zoning By-law.*

ud-2 *Council may explore the merits of working with the Urban Design Review Committee to help draft and review the design guidelines for the downtown core.*

5.8 FINANCIAL INCENTIVE PROGRAM

The Financial Incentive Program has been created to assist with the revitalization of vacant and under-utilized properties and buildings within a designated Downtown Core Community Improvement Plan area. It also assists with heritage preservation for heritage properties designated under the City's Heritage By-law.

The Financial Incentive Program grants consist of a redevelopment grant program and a building permit and planning fee equivalent grant program. The program has been in place since 2015. So far, it has been used by land owners to initiate mixed-use developments in the downtown core.

It is anticipated that these grants will continue to act as a catalyst for increased development activities in this plan area which will in turn attract further businesses, residents and employment. This plan recommends that the grant program remain in place in the short term (5 years) to continue momentum for development within the study area.

Once sufficient developments have taken place, therefore increasing tax revenues in the downtown, strategic investment in public facilities and the public realm should replace

incentive programs. Developers will invest based on opportunity and interest in a rapidly improving downtown that seeks to provide lifestyle amenity to its residents.

5.9 FINANCIAL INCENTIVE POLICIES AND PROPOSALS

FINANCIAL INCENTIVE POLICIES (FI)

FI-1 *Council shall maintain the downtown Financial Incentive Program for a period of not less than 5 years from enactment of this Plan.*

FI-2 *Further to FI-1, Council will evaluate the need to continue, modify, or terminate the Financial Incentive Program after 5 years from enactment of this Plan.*

FI-3 *During the life of the Financial Incentive Program, Council shall review the project scoring system to ensure the vision of the plan is followed.*

FI-4 *During the life of the Financial Incentive Program, Council may wish to explore the option of expanding the eligibility boundary.*

FINANCIAL INCENTIVE PROPOSALS (fi)

fi-1 *To implement Policy FI-3, Council shall place highest importance on*

a) *Projects that add new residential units or renovate existing units;*

b) *Projects that offer rent geared-to-income or below market rates, or offer units that are identified as housing gaps in the City of Moncton Housing Needs Assessment report;*

c) *Projects that encourage mitigation and adaptability to climate change through green design;*

d) *Public parking structures that replace surface parking lots; and*

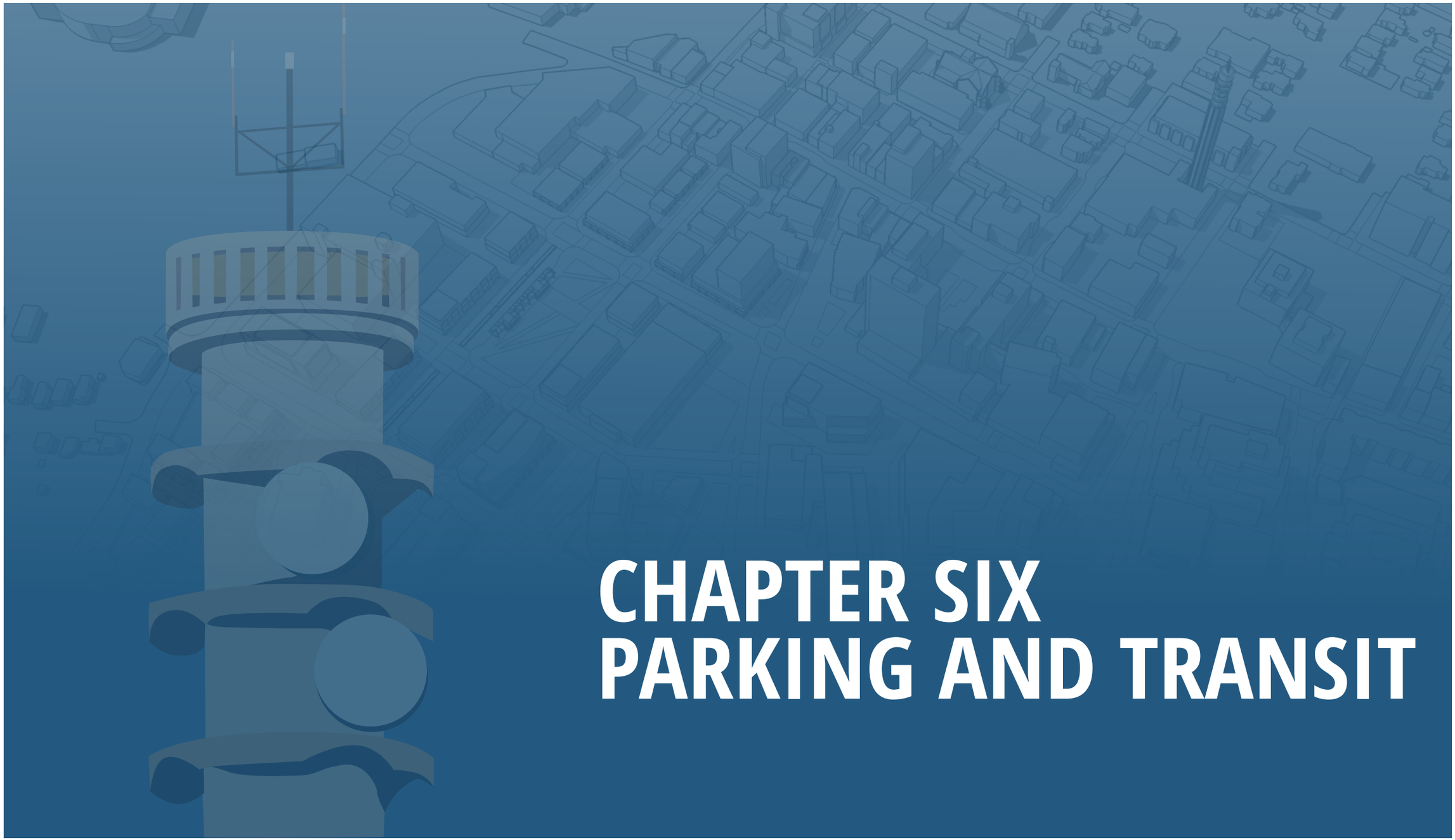
e) *Other public use projects.*

fi-2 *Further to proposal fi-1, Council may consider the merits of having the Design Review Committee review the project's application to ensure that the built form is in line with the design guidelines of this plan.*

fi-3 *If Council wishes to expand the eligibility boundary as mentioned in Policy FI-4, the following steps should take place:*

a. *Detailed financial analysis*

b. *Landowner consultation*



CHAPTER SIX
PARKING AND TRANSIT

CHAPTER 6
PARKING AND TRANSIT

6.1 PARKING STRATEGY

6.1.1 EXISTING CONDITIONS

Parking is a critical feature of Moncton's Downtown Core Community Improvement Area. Large surface parking lots have considerable influence on the appearance and ambiance of the area. On the one hand, they create openness that is unusual in the downtown of a major urban area, particularly between the dense, traditional retail-service strip along Main Street and Assomption Boulevard. On the other, while this openness enhances awareness of the riverfront beyond Assomption Boulevard, the asphalt covered lots, themselves, are more of a psychological barrier than an invitation to downtown users who might be drawn to the parklands on the water's edge.

More generally, the role of parking in Downtown Moncton is similarly contradictory. Parking is needed by downtown residents, workers, and visitors who come to the area in their own vehicles; however, the extensive lots occupy properties that could be used for land uses that would add interest and activity to the Downtown while generating income for businesses and revenue to the City.

The planning debate over parking has been long and lively. At one time, planners invariably advocated for generous parking provisions to ensure all vehicles were accommodated and residents and business owners were protected from the nuisance and aesthetic impacts of inappropriately parked vehicles. In downtown areas fighting for market share against suburban shopping malls, municipal governments adopted substantial parking requirements to ensure their traditional shopping areas could compete. For the most part, however, increased parking was not sufficient to battle malls or, later, power centres, and the introduction of large parking lots and multi-level parking structures eroded the character and density that were the major strength of historic downtown shopping districts. In the present, consumers have even come to see expansive parking areas as detrimental to malls.

◀ DOWNTOWN MONCTON | PHOTO BY DANIEL ST. LOUIS

DOWNTOWN MONCTON | PHOTO BY DANIEL ST. LOUIS

A. MONCTON'S ZONING BY-LAW

Many Zoning By-laws across North America nevertheless continue to reflect the goal of creating "ample parking" through detailed minimum requirements for each land use type. Standards are intended to ensure that vehicles attracted by each structure will be accommodated by that structure or on the lands with which it is associated.

The City of Moncton has departed from this practice. Its Zoning By-law does not impose a parking standard for any use in the downtown. According to the Downtown Moncton Strategic Parking Study prepared by the IBI Group (referred to as IBI) in 2006, minimum requirements for parking were eliminated "many years ago to stimulate development."

B. PARKING SPACE BENCHMARKS

While IBI did not recommend the adoption of parking standards, they did suggest a possible range of potential requirements based on their review of By-laws for Canadian cities similar to Moncton. They propose two benchmarks, an Upper and Lower Range, of spaces required per. 1,000 sq. ft. of a given land use. Table 6.1.1A outlines these benchmarks. Table 6.1.1B applies these two different benchmarks to present land uses in the study area.

TABLE 6.1.1A | PARKING SPACE BENCHMARKS BY LAND USE

Land Use:	Office	Institutional	Hotel	Residential	Restaurant	Retail
IBI Upper Range (spaces per. 1,000 sq. ft.)	2	2	3	1.5	5	3.5
IBI Lower Range (spaces per. 1,000 sq. ft.)	1	1	3	1	5	1

TABLE 6.1.1B |EXISTING STUDY AREA - IBI UPPER AND LOWER PARKING SPACE BENCHMARKS

Land Use:	Current Sq. Ft. Area	IBI Upper Range Ratios	IBI Upper Required Spaces (per 1,000 sq. ft.)	IBI Lower Range Ratios	IBI Lower Required Spaces (per 1,000 sq. ft.)
Office	1,742,143	2.0	3,484	1.0	1,742
Institutional	441,082	2.0	882	1.0	441
Hotel	388,189	3.0	1,165	3.0	1,165
Residential (units)	241	1.5	362	1.0	241
Restaurant	166,826	5.0	834	5.0	834
Retail	106,224	3.5	372	1.0	106
TOTALS	**2,844,464** **+241 Residential units**		**7,098**		**4,529**
Sources	Trace (current sq. ft. area), IBI Group				

C. EXISTING PARKING SPACES

As shown in Table 6.1.1C, there are approximately 4,870 parking spaces total in the study area. This number is similar to that identified using the IBI Lower Range benchmark (4,529 spaces) for existing land uses in the study area. Existing parking spaces are comprised of 250 on-street spaces, 3,976 off-street surface lot spaces, and 644 off-street structure spaces. At the time of this plan, the City of Moncton operates all on-street spaces, 594 off-street surface lot spaces, and 224 off-street structure spaces. Approximately 154 off-street surface lot spaces owned by the City of Moncton are presently closed. Seventy-eight percent of all parking located in the study area is private.

TABLE 6.1.1C | EXISTING PARKING IN THE STUDY AREA

Space Type:	On-Street	Off-Street, Surface Lot	Off-Street, Structure	Total Spaces by Owner/Status
Municipal	250	594	224	1068
Private	0	3382	420	3802
Total Spaces by Type	250	3976	644	4870

6.1.2 FUTURE NEED

The master plan provides a land use model for future infill of presently under-utilized lands in key neighbourhoods. Table 6.1.2 outlines the additional area, by land use and neighbourhood district, that the plan would add to the study area over the next 20 years.

An estimate of future parking space need is derived from these new land uses. At the IBI Lower Range benchmark, a total of 3,298 spaces are required for new infill projects.

TABLE 6.1.2 | IBI LOWER PARKING SPACE BENCHMARK FOR NEW PROJECT INFILL LAND USES

Land Use (sq. ft.)	Upper West Side	The Brownstones	Corporate District and Riverfront	North Interface	Total Study Area	IBI Lower Range (Space(s) per 1,000 sq. ft.)	New Additional Parking Space Benchmark
Office	40,000		138,000		178,000	1	178
Institutional			139,000		139,000	1	139
Hotel			120,000		120,000	3	360
Residential (units)	140	704	798	204	1,846	1 per unit	1,846
Restaurant	50,000	20,000	49,000	14,000	133,000	5	665
Retail	10,000	40,000	60,000		110,000	1	110
TOTAL SPACES							**3,298**

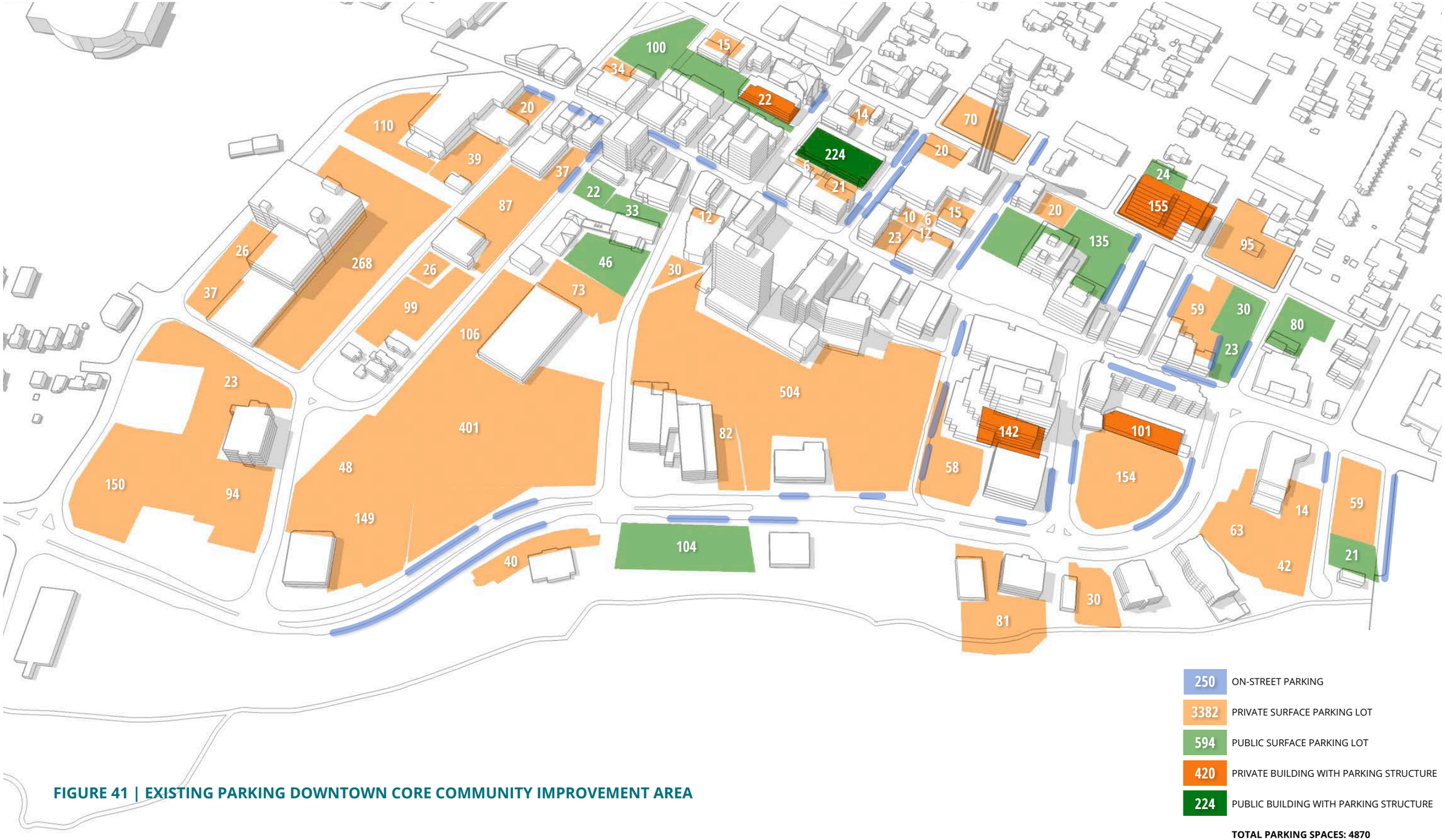


FIGURE 41 | EXISTING PARKING DOWNTOWN CORE COMMUNITY IMPROVEMENT AREA

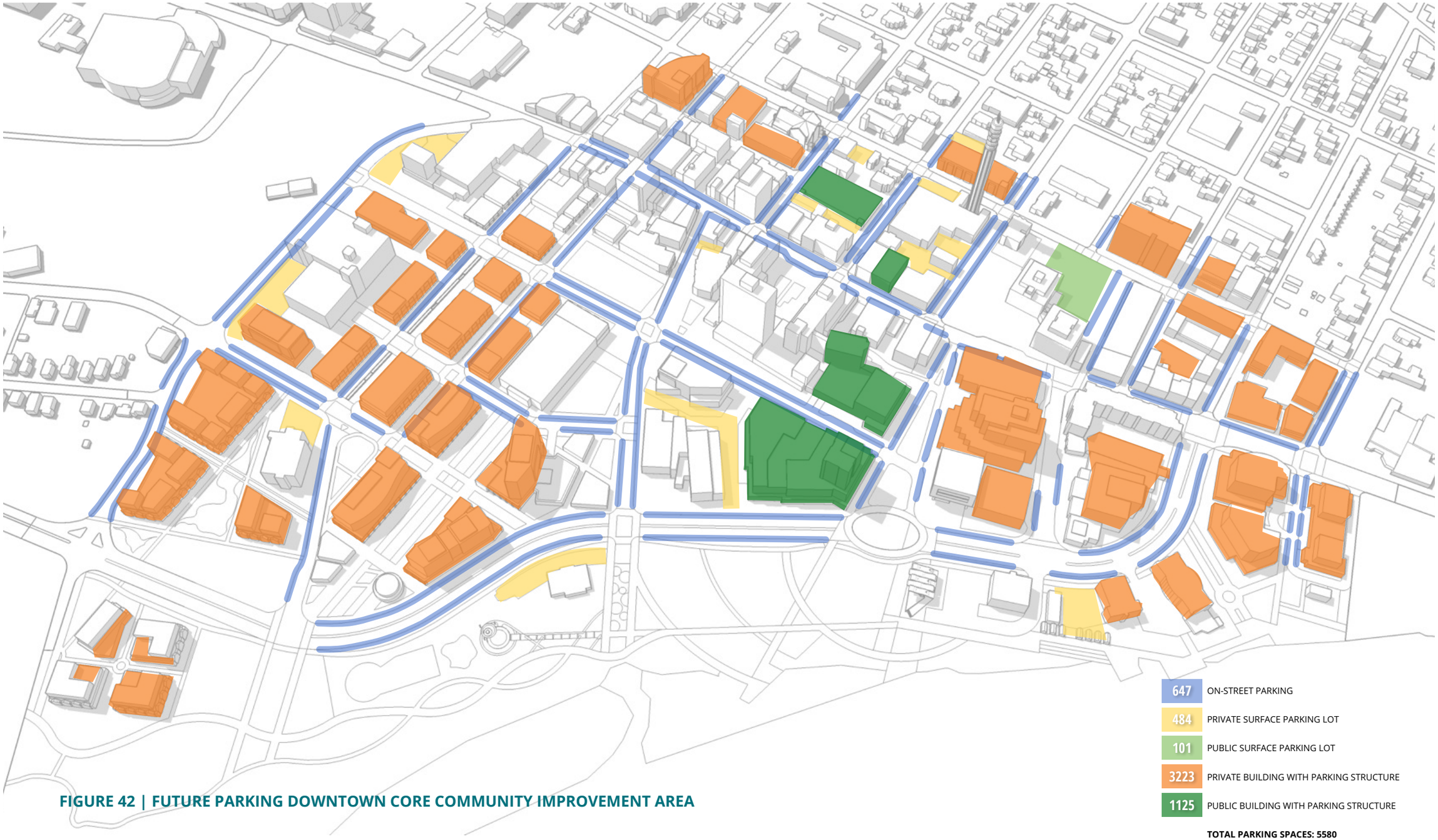


FIGURE 42 | FUTURE PARKING DOWNTOWN CORE COMMUNITY IMPROVEMENT AREA

6.1.3 LOCATING PARKING IN THE PLAN

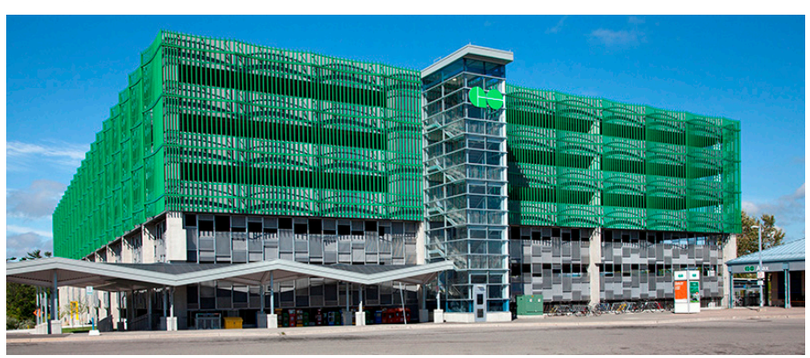
The proposal of three new streets adds an estimated 397 on-street spaces, for a total of 647 within the study area. The plan contemplates a total of 2,068 residential units with an equivalent number of spaces structured in-building, distributed throughout the study area. It also proposes theoretical locations for new parking structures that replace some of the spaces lost from redeveloped surface parking lots, including, but not limited to:

- 150 spaces in existing parking garage on Alma Street by adding 2 floors.
- 576 spaces, distributed among several buildings at the Mixed-use Village Project bordering Assomption Boulevard.
- 728 spaces, built within and across from the proposed market site and mixed use building adjacent to Phase II of Downing Street.
- 164 spaces, multi-storey, in new building bordering Mechanic Street and Assomption Boulevard.
- 23 spaces, adjacent to Merchants' Bank Building on Main Street.

For the purpose of creating the conceptual downtown plan, it is important that locations are assigned to these parking structures. However, it is understood that further discussions with landowners will be required to achieve these parking targets. Exact locations will likely change based on landowner development plans. This section provides assistance to landowners in terms of parking requirements to support their developments. Table 6.1.3 summarizes the type, status and number of parking spaces included in the master plan. The master plan locates 5,580 spaces between public and private retained existing spaces and new project spaces created as part of infill development.

TABLE 6.1.3 | MASTER PLAN PARKING SPACES

Parking Facility Type	Status	# of Spaces
On-Street	Existing retained spaces	250
	New project spaces	397
	On-street total	**647**
Surface Lot	Existing retained spaces	585
	New project spaces	0
	Surface Lot Total	**585**
Buildings with Parking Structures	Existing retained spaces	644
	New project spaces	3,704
	Structure Total	**4,348**
TOTAL		**5,580**



6.1.4 PARKING DEMAND MANAGEMENT

In recent years, planners have begun to back off minimum parking requirements and embrace the concept of parking demand management. Parking demand management recognizes the significant drawbacks of generous parking provisions, which include the aesthetic impacts of parking lots and structures, the dead spaces they may create if not effectively designed and managed, the opportunity cost of land uses that parking may displace, and the subsidy they provide for vehicle use. It strives to reduce parking supply to address land use and transportation problems. It encompasses many different approaches, as the table from the Victoria Transport Policy Institute illustrates (Appendix A). The initiatives listed offer a menu of techniques from which the most appropriate can be selected.

Among the initiatives that seem likely to be most suitable for the study area are the following:

- ***Walking and Cycling Improvements –*** Establish routes and infrastructure (including safety improvements) to increase walking and bicycle trips to the downtown core and thereby reduce vehicle trips
- ***Shared Parking –*** Share parking between land uses and properties so as to satisfy multiple demands (e.g., between the evening and weekend demands of the Downtown Events Centre and the weekday requirements of current downtown offices uses)
- ***Overflow Parking Plans –*** Develop plans to share parking to accommodate major events that create peak demands
- ***More Accurate and Flexible Parking –*** Move away from minimum parking requirements to standards that require only enough parking to accommodate building users, set a maximum that can be accommodated in an area, or, more simply, eliminate all standards and allow the market to decide the quantity of parking that is needed and affordable
- ***Parking Pricing –*** Price parking spaces at their true cost to reduce the incentive for downtown users to drive to their destination and increase the incentive to consolidate parking in lots and structures that will use land more efficiently
- ***Transportation Management Associations*** – Form an organization to manage parking comprehensively and implement the foregoing strategies.

The addition of destination areas proposes parking at locations where active and collector street infrastructure come together to provide mobility options to the downtown core. Thus, destination parking users can access high-frequency shuttles or walking and cycling trails that extend into the downtown core.

Several past studies that have addressed parking in Downtown Moncton have endorsed several of these strategies in some form. The 2006 Downtown Moncton Development Vision, for example, urged the encouragement of active transportation initiatives to reduce vehicle trips.[1] The document also emphasized dispersed parking and maximizing opportunities for on-street parking.[2]

1 Office for Urbanism, *Downtown Moncton Development Vision*, 2006, p. 69.

2 *Loc cit.*

The Downtown Moncton Strategic Parking Study produced by the IBI Group in the same year, likewise, endorsed active transportation initiatives. Their other recommended strategies were:

Strategies That Increase Parking Capacity and Efficiency:

A.1 Expand Parking Supply

A.2 Make Better Use of Existing Parking

A.3 Optimize On-Street Parking Supply and Pricing

A.4 Develop Guidelines for Parking Minimums and Maximums

A.5 Improve User Information

Strategies That Reduce Commuter Parking Demand:

B.1 Improve Transit Options

B.2 Encourage Ridesharing and Transport Demand Management (TDM)

B.3 Parking Pricing

Supporting Strategies:

C.1 Enforce Design Standards for Parking Facilities

C.2 Parking Payment Technologies

C.3 Consider Changes to Management of Parking[3]

A key recommendation from the IBI study was to explore options for creating a new management structure to deal with parking within the downtown. The supporting strategy is important because it recommends a reformed structure to implement the preceding initiatives. IBI noted:

> *Where the current system is lacking is in the ability to direct parking revenue surpluses into a separate fund for the construction of new parking facilities. Under the current system, the primary focus is on year-to-year operations, as opposed to strategic parking system development.*[4]

IBI recommended the creation of a separate Parking Services Division under the Engineering and Environmental Services Department, or a possible new Transportation Group and the establishment of a permanent Downtown Parking Advisory Committee with representatives from city departments and the business community. This plan recommends the creation of a similar structure to direct parking revenues to the strategic development of a parking system, as IBI suggested, but shifts the long-term emphasis to the redevelopment of parking. In that regard, the organization that is recommended would be modeled after Halifax's Waterfront Development Corporation, which has gradually converted the parking areas from which it has drawn revenue to buildings and public amenities.

DOWNTOWN MONCTON | PHOTO BY DANIEL ST. LOUIS

3 IBI Group, *Downtown Moncton Strategic Parking Study*, 2006, Exhibit 5.1: Summary of Strategies and Related Actions, pp. 33-34.

4 *Ibid*., p. 30.

6.1.5 DOWNTOWN MONCTON DEVELOPMENT CORPORATION

This organization would be an arm's length commission of the City of Moncton. The proposed organization, which this plan calls the Downtown Moncton Development Corporation for working purposes, would have its own staff and budget. Ideally, it would operate without subsidy from the City of Moncton. The City would help to establish the organization and would provide technical advice as required.

The organization would take on management of all city-owned parking lots and structures. While the agency will be responsible for improving parking services under its control, its broader mandate will be to implement parking demand strategies. Parking staff will manage and maintain all parking facilities owned by the City of Moncton. It will seek to maximize the capacity of its facilities and the revenue derived from them. It will retain net revenue for investment in initiatives that will reduce the requirement for parking and will seek to gradually divest lands used for parking under its jurisdiction to developers interested in building the downtown with retail or office space, or residential units.

This plan recommends the agency undertake the following initiatives to improve downtown parking:

- Maximize revenue from all parking spaces (i.e., do not subsidize parking to "support the downtown")
- Implement and improve technologies to assist users to find and access vacant parking (e.g., maps, signage, web applications)
- Integrate the operations of lots under its control and encourage collaboration with other parking providers to maximize the effectiveness of maps, signage, and electronic technologies that facilitate the identification of parking areas and available spaces
- Work in partnership with the City, other parking providers, and businesses to coordinate parking use for special events that may place special demands on the available parking supply
- Landscape and maintain parking areas and structures to make them more attractive components of the downtown.

Other initiatives to which it should contribute:

- Improve pedestrian and transit connections between parking areas under its control and destinations within the downtown
- Incorporate bicycle parking/storage facilities in parking areas
- Downtown transit hubs and urban core transportation routes

Notwithstanding its responsibility to maintain and operate city-owned parking effectively and profitably, the primary purpose of the organization would be turnover of parking areas to development in a manner similar to the Waterfront Development Corporation in Halifax, Charlottetown Area Development Corporation, and Canada Lands in its dealings with Federal Government holdings. Ultimately, the Development Corporation will act as a catalyst to downtown revitalization. It will help tackle complicated projects that require partnership with public and private sectors.

6.2 DEVELOPMENT CORPORATION POLICIES AND PROPOSALS

DEVELOPMENT CORPORATION POLICY (DC)

DC-1 *Council shall explore options for creating an arm's length Development Corporation that will be mandated to manage parking as well as seek opportunities for downtown revitalization.*

DEVELOPMENT CORPORATION PROPOSAL (dc)

dc-1 *It is proposed that a subject matter expert be engaged to provide Council with viable options for setting up a Development Corporation for Downtown.*

6.2.1 PARKING BENCHMARKS

Given the large quantity of downtown core land currently used for surface parking lots, it is surprising that present parking supply in the study area sits at approximately 4,870 parking spaces, quite close to the IBI Lower Range benchmark of 4,529 spaces.

Once fully implemented, the master plan locates a total of 5,580 parking spaces in the study area. This takes into account retained existing spaces, the creation of new parking structures, new streets, and the replacement of most existing surface lots. Based on the type and square footage of land uses proposed in the master plan, the IBI Lower Range benchmark would be 7,600 parking spaces. This difference of 2,020 spaces requires strategies that reduce parking demand to address this variance. Several strategies can be employed for this purpose (see appendix A). This plan identifies five strategies from this analysis and applies these to reduce demand at the most conservative percentage:

- ***Shared Parking Strategy.*** Mixed use buildings provide an opportunity to overlap parking based on time-of-day occupancy. For example, a portion of residential parking can be made available for other uses during daytime periods. The application of this strategy conservatively reduces demand by 10%. This reduces parking demand within the urban core by 760 spaces.
- ***Destination Parking Strategy.*** Downtown land can be made available by creating larger lots in areas adjacent to the downtown (where shuttle and active transportation connectivity is available). The application of this strategy conservatively reduces demand by 10%. This reduces parking demand within the urban core by 760 spaces.
- ***Compact Development Strategies.*** This master plan proposes neighbourhood style development where daily life needs are met within a short walking distance. This type of development reduces vehicle ownership for those living within the core. Thus, the application of this strategy conservatively reduces demand by 10%. This reduces parking demand within the urban core by 760 spaces.

DOWNTOWN MONCTON | PHOTO BY DANIEL ST. LOUIS

» ***Active Transportation Route and Destination Improvements.*** Improved and high quality trail and bike lane connections into the urban core can conservatively reduce parking demand by 5%. This reduces parking demand within the urban core by 380 spaces.

» ***Technology/Information.*** The use of software and other technologies that maximize allocation and distribution supports the management of, and access to parking. The application of this strategy conservatively reduces demand by 5%. This reduces parking demand within the urban core by 380 spaces.

The accumulated projected parking demand reduction exceeds 3040 spaces within the urban core. This theoretically moves our 2020 space short fall to a 1020 space surplus.

6.3 PARKING MANAGEMENT POLICIES AND PROPOSALS

PARKING MANAGEMENT POLICIES (PM)

PM-1 *Since developers are more apt to understand parking requirement to ensure proper functioning of their development, Council shall maintain a zero parking requirement in the Downtown.*

PM-2 *Council shall use the parking plan as a general guide to ensure that the proposed parking benchmark (IBI-Low) is maintained.*

PARKING MANAGEMENT PROPOSALS (pm)

pm-1 *It is proposed that Council monitors the parking situation over the course of this plan and provides amendments to the Zoning By-law, as required, if the targets are not being met by the private sector.*

pm-2 *2Council shall explore various options to reduce long term parking demand by:*

a) Improving active transportation through careful street design and appropriate change facilities;

b) Creating a city-wide Bus Rapid Transit (BRT) system;

c) Carpooling parking outside the core;

d) Offering free parking for carshares;

e) Using technology to increase the potential of parking sharing.

6.4 TRANSIT MODEL

Moncton's urban core transit model considers the various mobility modes, routes, and destinations within the downtown that must link to areas adjacent to the downtown. Figure 43 illustrates the location of the primary components while the following describes their role.

Civic Destination. These are the important addresses that multi-modal routes must provide linkage to. These include plazas, parking areas, important city and private buildings, and private plazas.

Parking Facilities (complete with Bike Parking). These are structured parking facilities that provide bike parking; therefore, multi-modal routes extending into the urban core must touch these addresses.

Parking Facilities. This facility, located with a new city market, will be a city-centre focal point. Bikers from outside of the urban core can choose to bike here in both passive and active aerobic modes.

Transit Stop (with Bike Parking). Bus stops are proposed along Main Street that connect transit users to important public spaces. These stops provide bike parking to encourage cycle transport on bus, or cycling into the urban core to these locations.

Multi-Modal Street (with Bike Lane). As illustrated, three streets are identified as routes complete with bike lanes to encourage multi-modal transit connectivity into the urban core. These routes also support walking on sidewalks (both sides of street).

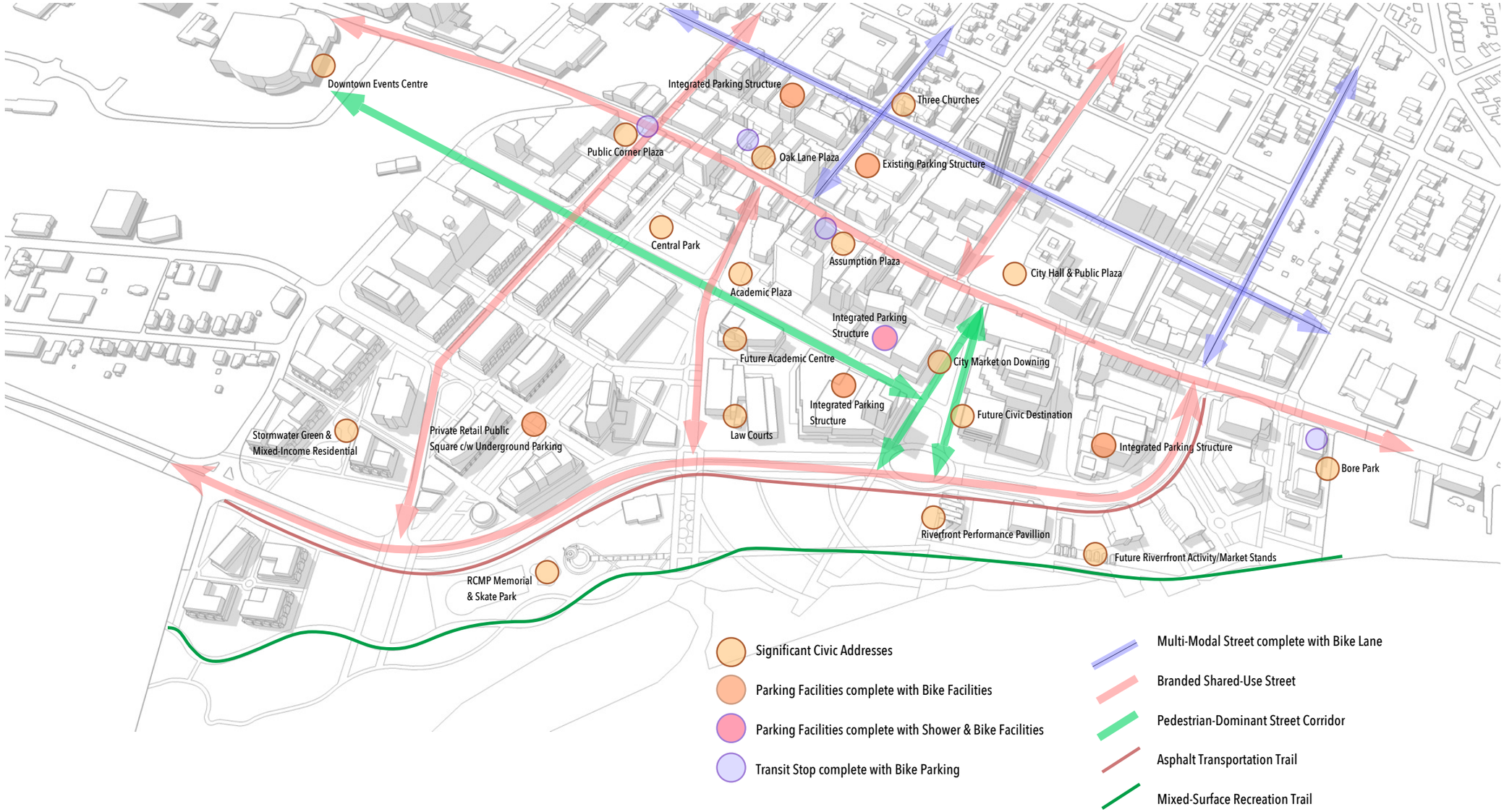
Branded Shared Use Street. These streets host signage and wayfinding infrastructure that encourages multi-modal use of the street. Although the bike lane is not a designated component on the street, bikers are encouraged to use these corridors.

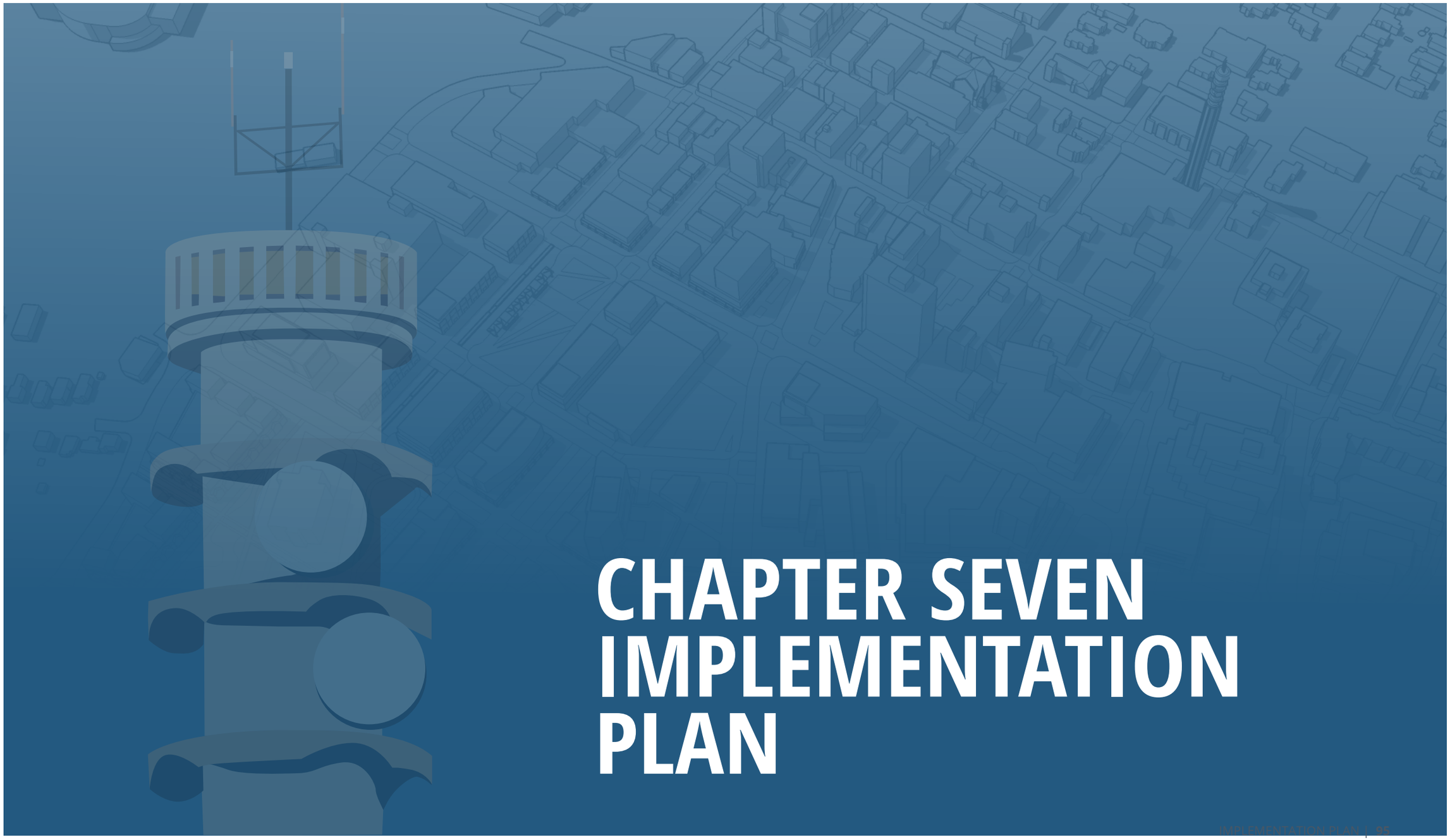
Pedestrian Dominant Street Corridor. Downing Place and the New Street B are created to dissolve the lines between cars and pedestrians. Both are encouraged to use the corridor as desired.

Asphalt Transportation Trail. A new asphalt riverfront trail, running immediately parallel to Assomption Boulevard, connects users to adjacent city areas (including destination park and ride/cycle parking lots). The adjacency of this trail to Assomption Boulevard supports the notion of transportation (as opposed to recreation).

Mixed Surface Recreation Trail. This existing riverfront trail is promoted as a recreational link to the riverfront and adjacent city areas.

FIGURE 43 | TRANSIT MODEL





CHAPTER SEVEN IMPLEMENTATION PLAN

CHAPTER 7
IMPLEMENTATION PLAN

Implementing this master plan will require a shared platform where public and private interests combine to create great spaces and places. It is important to note that both seek the same result, a high return on investment. To realize this return within the master plan's vision, public investment must set a benchmark of expectation that private investment is required to meet. High quality urban components and civic facilities created within the public realm set this benchmark. These components are strategically placed to encourage private infill and growth projects. Both must utilize high quality design approaches and material application to maximize return on investment, and to create a great downtown. For the short term, the City of Moncton takes the lead.

This chapter plan directs the first phase of implementation (estimated at 5 years). Although this master plan is estimated to cover a 20-30 year buildout period, no timeframe is attached to extended implementation. Instead, the established administrative leadership will annually evaluate opportunity beyond the initial phase in a manner that maximizes investment relative to the minimal benchmarks established in this plan. This approach ensures continuous short range focus, adaptability, and flexibility to achieve the desired long term results.

7.1 IMPLEMENTATION STEPS

This is an ambitious but reasonable plan. This master plan's mandate required the creation of a Downtown Core Community Improvement Plan that proposes mixed-use development that replaces under-utilized land (within the defined project study area). This includes development on vacant parcels and parking lots that are largely privately owned. A careful and focused set of actions will direct this effort.

The City of Moncton accepts the responsibility to initiate this effort. Administrative support and financial investment ensures this initiation. The first step required to ensure the successful implementation of this plan is to form an interdepartmental city staff working group that meets regularly to strategize on priorities, funding, and budgetary needs.

7.1.1 PHASE ONE - THE FIRST FIVE YEARS

The actions implemented within the first 5 years are critical for laying the key foundation blocks that will ensure the success of the Downtown Core and consequently our city as a whole. This requires infrastructure, administrative, and urban renewal actions. The following describes these actions. It is important to note that the actions are not intended to be linear; instead, the described actions are highly iterative and responsive to real and measurable opportunity. Focussed administrative leadership must foster this dynamic.

INFRASTRUCTURE ACTIONS

The Downtown Core's underground infrastructure requires upgrading to accommodate new street's edge development. Existing combined sewer infrastructure limits future development capacity within the urban core; therefore, well-executed infrastructure based on master plan layout will ensure opportunity is realized. The following streets are proposed as short-term priority for this purpose (illustrated on Figure 44).

Lutz and Robinson Streets. These streets are converted to one-way corridors with parking on one side. The streets form a clock-wise loop around lands within the corridors. Upgraded services and utilities expand opportunities on lands bordering the street.

Seymour Street. This historic corridor is re-established as a one-way street complete with single side parking and a walkway (bordering the Capitol Theatre). The corridor will provide access to theatre service areas.

Westmorland Street. This street is upgraded with new services and utilities to support expanded edge land development. The corridor varies in width; therefore, parking is designated on both street edges where possible, and on one side where corridor width is restricted.

The renewal of these streets to proper urban form, with improved streetscape, and the added capacity to accommodate growth supports private sector investment. Other infrastructure investments such as improvements to the Alma Street parking garage are required to stabilize parking supply requirements within this action phase.

ADMINISTRATIVE ACTIONS - DEVELOPMENT CORPORATION

As articulated earlier in this plan, the City of Moncton should fully explore the creation of a Downtown Moncton Development Corporation to support urban core stabilization, expansion, and partnership building opportunities. This is a model adopted by municipalities such as Halifax, St. John's and Charlottetown to revitalize their downtowns. This organization is proposed to be an arm's length commission of the City of Moncton mandated to catalyze downtown revitalization. Similar to Moncton Industrial Development, this new corporation is not-for-profit and reinvests revenues to leverage downtown development opportunities. Key mandated responsibilities include parking management, assembling lands, creating partnerships, and tackling urban renewal projects.

As mentioned in proposal dc-1, Council should contract a subject matter expert to provide viable options for creating this Development Corporation within this phase.

URBAN RENEWAL ACTIONS

Significant urban renewal projects are proposed for the Downtown Core to stimulate private investment. Downing Street is created under this notion, and has resulted in the exploration of ground floor relationships between the new street and existing edge uses on a corridor that creates a vital link between City Hall and the riverfront.

Renewal projects that involve complex land matters will be developed in partnership with project-specific stakeholders and/or land owners. Additionally, these projects are subject to funding from other levels of government. The Development Corporation will work with all stakeholders and funding partners to make these projects a reality. In the meantime, the City must focus on these projects and commence discussions with major stakeholders and funding partners.

Once the Development Corporation is created, the following urban renewal projects' implementation should commence.

- Extend Downing Street to the proposed east-west corridor to support the market project.
- Create the new east-west corridor from Downing Street to Westmorland Street.

Other urban renewal projects indicated in this plan are contingent on private development proposals or funding opportunities. These include the following:

- Relocation of the market with integrated public parking structure and upper floor office/residential space along a new section of Downing Street (on the street's north-west edge).
- The completion of Downing Street, contingent on a multi-use and multi storey project that frames the corner of Downing Street and Assomption Boulevard.
- Completion of the east-west corridor between Westmorland and Foundry Streets relative to new multi-use projects benefiting from the new street frontage.
- A new street between Westmorland and Lutz Streets, relative to the development of the lands on the corner of Assomption Boulevard and Westmorland Street.

As the Downtown Core vision becomes reality, and welcomes new residents, the City must evaluate the need for public plaza and green spaces indicated in this plan. This approach is no different than what is expected by residents located in suburban areas; however, public space is essential to creating a vibrant urban core (as described in this plan). The following very important public spaces are proposed for both downtown residents and visitors as well as for the community as a whole.

- Creating a social and democratic plaza space at City Hall (cornering Main and Botsford Streets).
- Creating a permanent and adaptable event space to accommodate small and large events where Downing Street extends on to Riverfront Park.
- Creating a residents' plaza park space in proximity to the "Brownstones District".
- Revitalizing Oak Lane in association with the re-establishment of Seymour Street to create a strong outdoor downtown performance space (at the Capitol Theatre).

7.2 FUNDING THE PLAN

This plan anticipates that all urban renewal projects will be initiated by a development corporation with public and private partnerships. With or without a development corporation, the City will need to find revenues to begin funding the urban renewal projects and other components of this Plan.

Public parking is an important current revenue generator for the city. The 2018 budget predicts that parking, both on and off-street, will generate approximately $2.2M of revenue with associated costs of $800K (resulting in $1.4M in profit).

Parking revenues should be reinvested in the area which they serve. However, the City of Moncton has not capitalized upon this, or explored new opportunities to increase parking revenues through expanded offerings. Strategic investment of parking revenues will support corporation operation and can be used to leverage development support initiatives (e.g., streetscape, parking structures, etc.). This is key to funding this plan.

Many municipalities utilize policies to fund downtown revitalization through parking revenues. This is referred to as a Parking Benefit District (PBD). There is a potential to reinvest all or a portion of current parking revenues into new on and off street parking. This comes with three long-term results:

- The creation of additional parking revenues over the long term;
- Addressing short term parking issues in the Core; and,
- The opening of surface parking lands for new development within the Core.

This plan proposes the creation of a Parking Benefit District to collect parking revenues for re-investment within the study area (to improve parking and investment in urban renewal projects). Similar to precedent cities, revenues can also be directed to new parking structures to support financing and construction where development partnerships result in mixed-use projects. This approach supports both the creation of new projects and the successful implementation of this plan.

7.3 IMPLEMENTATION POLICIES AND PROPOSALS

This implementation plan requires the following policies and proposals.

IMPLEMENTATION STRATEGY POLICIES (IS)

IS-1 *Council shall direct the administration to create an interdepartmental staff working group which will bring forward yearly projects and budgetary requirements to Council for deliberation.*

IS-2 *To ensure that this plan is used as the principal document to guide development in the Downtown Core, Council shall adopt this document as a Secondary Municipal Plan.*

IS-3 *Council shall use the 5 Year Implementation Chart at Table 7 as a guide to implement the Downtown Core Community Improvement Plan.*

IS-4 *Council shall ensure the 5 Year Implementation Plan is updated annually.*

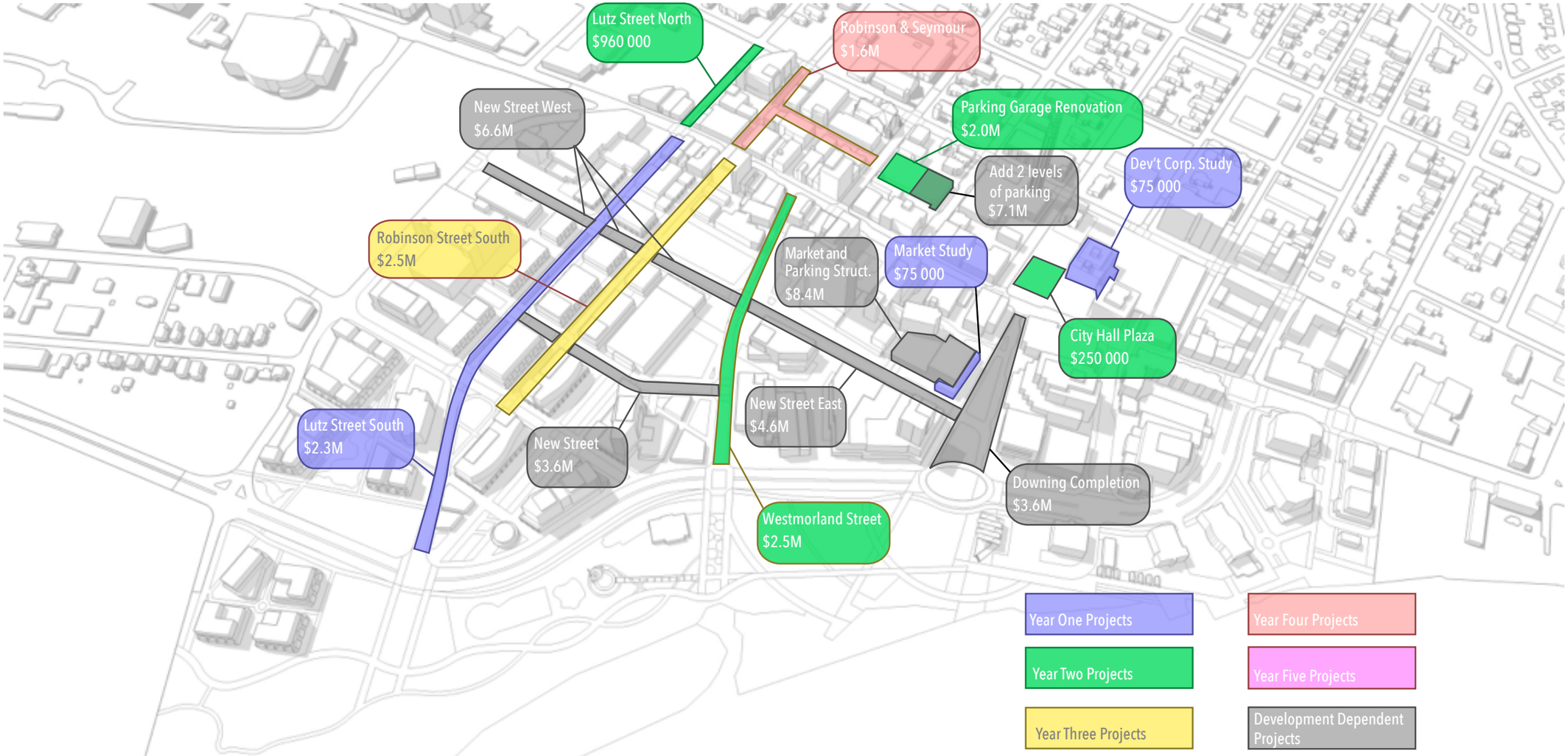
IMPLEMENTATION STRATEGY PROPOSALS (is)

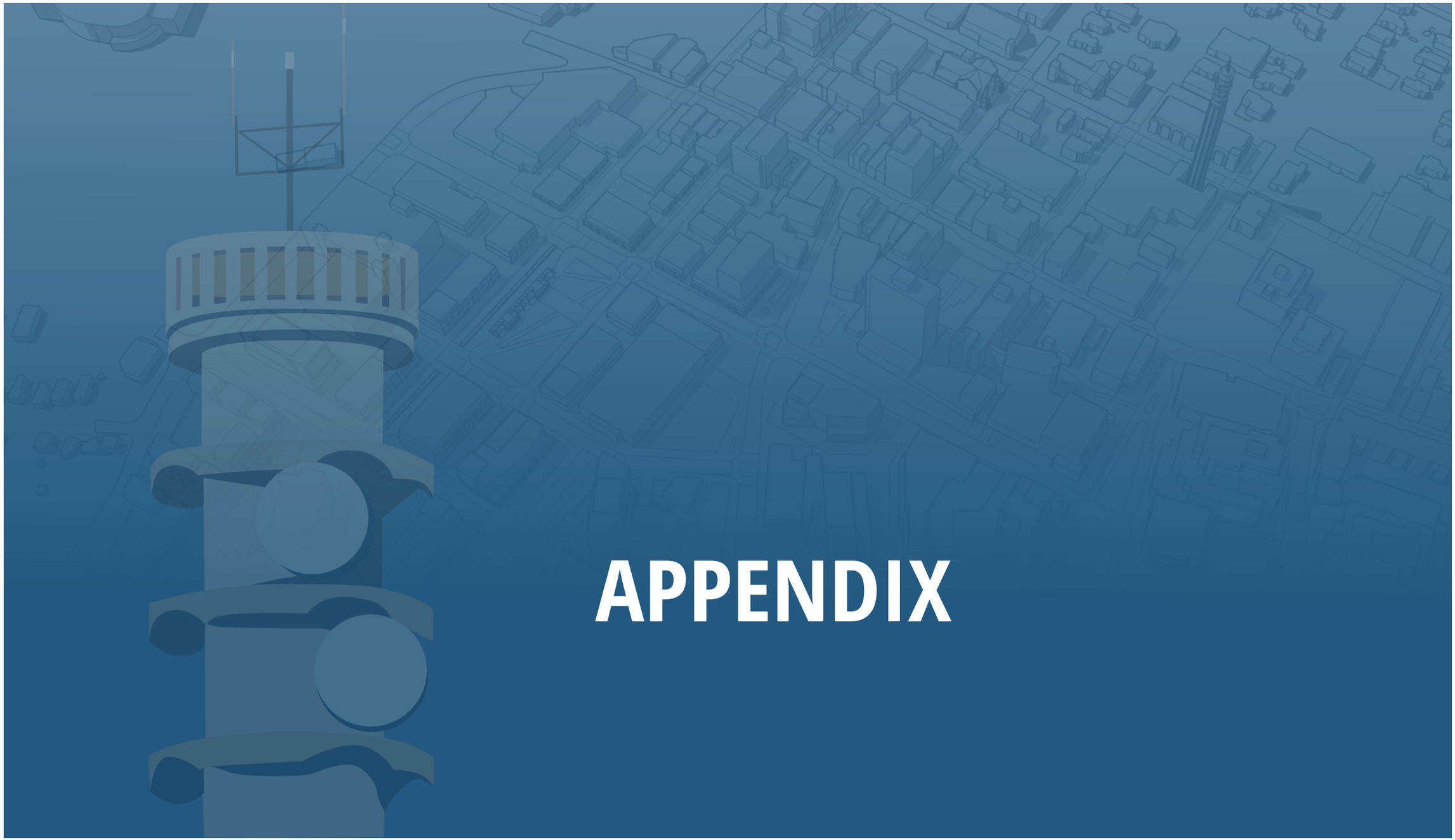
is-3 *Further to Policy IS-3, Council may explore the merits of establishing a parking benefit district for this plan area as a means to fund various components of the implementation strategy.*

TABLE 7 | IMPLEMENTATION CHART

IMPLEMENTATION CHART									
DCIP Components	Action Items	Year 1	Year 2	Year 3	Year 4	Year 5	Project Dependent	Pre-Design Estimates	Funding Source
ADMINISTRATIVE TASKS									
	Adopt Downtown Plan as a Secondary Municipal Plan							Staff Time	n/a
	Adopt Design Guideline through Zoning By-law							Staff Time	n/a
	Implement Design Review Committee							Staff Time	n/a
	Explore the merits of creating a development corporation							$75 000	
	Implement a Parking Benefit District							Staff Time	n/a
	Review Financial Incentive Grant Program							Staff Time	
	Update Subdivison Development Procedures and Guidelines to reflect new street cross sections							Staff Time	n/a
	New Market Feasibility Study							$75 000	$13 000 (GNB Funding)
	Downtown Core Capital Plan							Staff Time	
URBAN RENEWAL PROJECTS									
	New Farmers Market and public parking structure							$8.4M	Parking Benefit District Other levels government
	Complete Downing Street							$3.6M	
	Safeguard new proposed street corridors							Staff time	
	Initiate land procurement strategy for new street corridors							Staff Time	
	Create new Street Connection between Westmorland and Lutz							$3.6M	
	Create new East-West Corridor							$11.2M	
	Add 2 levels of parking to existing parking garage (150 space +/-)							$7.1M	
INFRASTRUCTURE PROJECTS									
	Street Reconstruction and infrastructure upgrade							**Pre-design estimates**	
	Lutz							$3.3M	In Budget
	Robinson							$3.5M	In Budget
	Seymour							$600 000	In Budget
	Westmorland							$2.5M	In Budget
	Parking Facilities								
	Renovate Public Parking Garage							$2M	In Budget
	Parks and Plaza Spaces								
	City Hall Plaza (Parc Gérald Leblanc Park)							$250 000	In Budget

FIGURE 44 | IMPLEMENTATION PROJECTS' PHASING AND ESTIMATED BUDGET





APPENDIX

APPENDIX A | VICTORIA TRANSPORT POLICY INSTITUTE PARKING DEMAND MANAGEMENT STRATEGIES

Strategy	Description	Typical Reduction	Traffic Reduction
Shared Parking	Parking spaces serve multiple users and destinations.	10-30%	
Parking Regulations	Regulations favor higher-value uses such as service vehicles, deliveries, customers, quick errands, and people with special needs.	10-30%	
More Accurate and Flexible Standards	Adjust parking standards to more accurately reflect demand in a particular situation.	10-30%	
Parking Maximums	Establish maximum parking standards.	10-30%	
Remote Parking	Provide off-site or urban fringe parking facilities.	10-30%	
Smart Growth	Encourage more compact, mixed, multi-modal development to allow more parking sharing and use of alternative modes.	10-30%	X
Walking and Cycling Improvements	Improve walking and cycling conditions to expand the range of destinations serviced by a parking facility.	5-15%	X
Increase Capacity of Existing Facilities	Increase parking supply by using otherwise wasted space, smaller stalls, car stackers and valet parking.	5-15%	X
Mobility Management	Encourage more efficient travel patterns, including changes in mode, timing, destination and vehicle trip frequency.	10-30%	X
Parking Pricing	Charge motorists directly and efficiently for using parking facilities.	10-30%	X
Improve Pricing Methods	Use better charging techniques to make pricing more convenient and cost effective.	Varies	X
Financial Incentives	Provide financial incentives to shift mode, such as cash out.	10-30%	X
Unbundle Parking	Rent or sell parking facilities separately from building space.	10-30%	X
Parking Tax Reform	Change tax policies to support parking management objectives.	5-15%	X
Bicycle Facilities	Provide bicycle storage and changing facilities.	5-15%	X
Improve User Information and Marketing	Provide convenient and accurate information on parking availability and price, using maps, signs, brochures and electronic communication.	5-15%	X
Improve Enforcement	Ensure that parking regulation enforcement is efficient, considerate and fair.	Varies	
Transportation Management Associations	Establish member-controlled organizations that provide transport and parking management services in a particular area.	Varies	X
Overflow Parking Plans	Establish plans to manage occasional peak parking demands.	Varies	
Address Spillover Problems	Use management, enforcement and pricing to address spillover problems.	Varies	
Parking Facility Design and Operation	Improve parking facility design and operations to help solve problems and support parking management.	Varies	

Source Victoria Transport Policy Institute, TDM Encyclopedia, Parking Management Strategies for More Efficient Use of Parking Resources, Updated 18 July 2017. http://www.vtpi.org/tdm/tdm28.htm.